DOCUMENT RESUME

ED 139 593 RC 009 929

AUTHOR	Bale, Richard L.; Sprague, C. Fremont
TITLE	Comprehensive Family-Centered Training Programs: Five Comparative Case Studies. Evaluation of the Mountain-Plains Education & Economic Development Program, Inc.
INSTITUTION	Abt Associates, Inc. Cambridge, Mass.
SPONS AGENCY	National Inst. of Education (DHEW), Washington, D.C. Education and Work Group.
PUB DATE	May 77
NOTE	358p.; Certain pages (59, 112, 203, 206, 209, 213, 216, and last two unnumbered) may not reproduce well because of small print size of original
EDRS PRICE	MF-$0.83 HC-$19.41 Plus Postage.
DESCRIPTORS	Ancillary Services; Case Studies; *Comparative Analysis; *Economically Disadvantaged; Economic Factors; Employment Services; Expenditures; *Family Programs; Financial Support; Job Training; Manpower Development; Migrant Workers; Off the Job Training; Organization; Participant Characteristics; Program Costs; Program Descriptions; *Residential Programs; Resource Allocations; *Rural Family; Seasonal Laborers; Socioeconomic Influences; Unit Costs; *Vocational Training Centers

ABSTRACT

The Mountain-Plains Education & Economic Development Program, which exemplifies the comprehensive, residential family-centered approach to serving the economically disadvantaged, was compared to four similar programs in the United States: Arizona Job Colleges (AJC) in Arizona; Madera Employment Training Center (METC) in California; Manpower, Employment and Training (MET) in Texas; and Migrant and Seasonal Farmworkers Association (MSFA) in North Carolina. These programs shared four basic characteristics: target population--rural poor families; mission--improve the employability, life satisfaction, and productive output of disadvantaged families; location--rural; and residential training--housing for participant families located at the training site. Via site visits, the programs were compared in terms of five broad categories of organizational characteristics: historical and geographical aspects, organizational structure, service areas and program processes, resource allocations, and service units and their associated costs. It was found that the programs followed three fundamentally different approaches to rehabilitating the poor. AJC, MSFA, and MP represented the most comprehensive approach, balancing job skill training with a broad array of supportive services and training for all family members. Substantial differences were found in the: characteristics of program participants, organizational structure, and costs incurred by the programs. (NQ)

Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original.

ED139593

Comprehensive Family-Centered Training Programs

Five Comparative Case Studies

Evaluation of the Mountain-Plains Education & Economic Development Program, Inc.

Developed by:

Abt Associates Inc.
55 Wheeler Street
Cambridge, MA 02138

Richard L. Bale
Project Director

SCOPE OF INTEREST NOTICE
The ERIC Facility has assigned this document for processing to: RC | TM

In our judgement, this document is also of interest to the clearinghouses noted to the right. Indexing should reflect their special points of view. | CE

Education and Work
National Institute of Education
Department of Health,
Education and Welfare

May 1977

CE 007 759

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ABT ASSOCIATES INC.
55 WHEELER STREET, CAMBRIDGE, MASSACHUSETTS 02138
TELEPHONE • AREA 617-492-7100

Report No. AAI-76-85

Contract No. NIE-C-74-1047

COMPREHENSIVE FAMILY-CENTERED TRAINING PROGRAMS

Five Comparative Case Studies

May, 1977

Co-Authors

Richard L. Bale, Ph.D.
Abt Associates Inc.,
Project Director

C. Fremont Sprague, Ph.D.
Policy Development Corporation

Prepared For:

THE NATIONAL INSTITUTE OF EDUCATION
Education and Work Group
Washington, D.C. 20208

PREFACE

In July 1974 the National Institute of Education commissioned Abt Associates Inc. to conduct an in-depth evaluation of the Mountain-Plains Education and Economic Development Program, Inc. Mountain-Plains, which was funded by NIE from mid-1972 through September 1976, is a family-centered residential career education program. Mountain-Plains is intended to help multi-problem disadvantaged rural families become economically and socially viable members of society. The program's approach to this task is to provide to families, at a residential training center, an integrated and comprehensive set of services designed to deal with the complete set of interrelated problems that cause the families to be disadvantaged.

The Abt Associates evaluation of Mountain-Plains consists of three distinct but closely interrelated studies. The first is a Follow-Up Study of program participants after they exited. The purpose of the Follow-Up Study is to assess the effectiveness of Mountain-Plains in terms of enhancing participants' economic well-being and their success and satisfaction in the world of work, their personal and family well-being, and their participation as citizens in their communities. To accomplish this goal the Follow-Up Study employs a longitudinal research design with a valid control group, conducting in-depth follow-up interviews with participants at 6, 12, 18 and 24 months after their exit from the program (and with control group members at comparable times). Data collection for the Follow-Up Study was completed in July of 1976, with over 1,200 follow-up interviews conducted. The report on the effectiveness of Mountain-Plains will be available about March of 1977.

The second study (Bale et al., 1976) conducted as part of the evaluation of Mountain-Plains was a national needs assessment designed to estimate the number, and describe the characteristics, of families in the United States who met a basic set of criteria used by Mountain-Plains to screen applicants for admission to the program. If, in the Follow-Up Study, we find that Mountain-Plains has had significant positive impacts on the employability and economic well-being of program participants, the national needs assessment study will be expanded to include an extrapolation of

4

these benefits to the national population of families eligible to participate in programs similar to Mountain-Plains.

The third study, which is comprised of comparative case studies of five residential family-centered rehabilitation/training programs, was conducted by Policy Development Corporation under the direction of Dr. C. Fremont Sprague. This report, which was co-authored by Dr. Richard Bale of Abt Associates Inc. and Dr. Sprague, presents the results of the comparative case studies and serves two purposes. First, it provides the descriptions and comparisons of family-centered residential training programs that will increase our understanding of the current status of such programs. Secondly, it provides a rich comparative context within which to interpret the results of the Follow-Up Study of Mountain-Plains participants.

The Executive Summary of the Abt Associates Inc. evaluation will integrate the results of all three of the studies briefly described above. It will be available from Abt Associates Inc. and/or the Education and Work Group, the National Institute of Education in mid 1977.

ACKNOWLEDGEMENTS

We owe special thanks to Robert Stump at the National Institute of Education for his participation in preparing this report. His creative and comprehensive reviews of earlier drafts were invaluable in terms of bringing out important findings and enhancing the organization and readability of the report. Others at the NIE who made important contributions to this report were Dr. Lois-Ellen Datta and Dr. Hal Johnson. Their cogent criticisms and collegial support greatly enhanced the quality of this report.

A number of individuals on the staffs of the programs included in this study made valuable contributions during the site visits and data collection phases. At Arizona Job Colleges (AJC), Gary Bellrichard, Sid Goodman, and Jack Baer all provided inputs from the program management viewpoint. Betty Brown supervised the transcription of AJC participants' records. At the Madera Employment Training Center (METC), Bill Brugier, the Director, and Linda Boor, of the Bureau of Indian Affairs' (BIA) Sacramento Area Office provided the overview of METC's history and operational aspects. Margaret Wesley, the controller, performed the transcription of participant records. Our primary management-level contacts at Manpower, Education and Training (MET) were Frank Acosta, the Executive Director; Ventura Rios, Deputy Director of Operations; and Luis Esparza, Western Regions Director. Nancy Wagner, the Phase III Manager, supervised the transcriptions of participant records at MET's Residential Center in Goodrich, Texas. At the Migrant and Seasonal Farmworkers Association (MSFA), our management-level contacts included Mr. William Shipes, the Executive Director of MSFA; Ms. Joan Culbreth, Director of the Training Center at the time of the site visit; Tom Ward, Controller; and Chris Behre, Statistician. Ms. Mary Johnson compiled the records on program participants. For the Mountain-Plains program, David Coyle, Director of Research Services, was our initial contact, and Bob England devoted considerable time and effort to explaining and guiding us through the operations of the program.

Later in the project, program staff members were also asked to read and comment on one or more drafts of the report. Individuals who read these reports and who made a number of excellent suggestions for

improving the content of the report, as well as correcting minor errors in the drafts, included Jack Baer of AJC; Linda Boor of the BIA (for METC); Bill Newman, Lionel Curtis, and Dick Jonas at MSFA; and David Coyle at Mountain-Plains.

The responsibility for actually producing the documents generated by this project fell on Lois Huettner of PDC and Janie Allison and Carla Hayes of AAI. Barbara Baughman of PDC also made invaluable contributions in the production area.

TABLE OF CONTENTS

Page

Preface i

Acknowledgments iii

1.0 INTRODUCTION 1

2.0 BRIEF DESCRIPTIONS OF PROGRAMS 6

2.1 ARIZONA JOB COLLEGES, INC. (AJC) 6

2.1.1 The Program 6
2.1.2 The Participants 8

2.2 MADERA EMPLOYMENT TRAINING CENTER (METC) 13

2.2.1 The Program 13
2.2.2 The Participants 15

2.3 MANPOWER, EDUCATION AND TRAINING, INC. (MET) 17

2.3.1 The Program 17
2.3.2 The Participants 20

2.4 MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INC. (MSFA) 24

2.4.1 The Program 24
2.4.2 The Participants 27

2.5 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC. 32

2.5.1 The Program 32
2.5.2 The Participants 35

3.0 CONCEPTUAL FRAMEWORK AND STUDY DESIGN 39

3.1 INTRODUCTION 39
3.2 CONCEPTUAL FRAMEWORK 40

3.2.1 Historical and Geographical Aspects 41
3.2.2 Organizational Structures of the Program 43
3.2.3 Service Areas and Program Processes 43
3.2.4 Resource Allocation 45
3.2.5 Service Units and Their Associated Costs 45

3.3 DATA COLLECTION PROCEDURES 46

Page

4.0 HISTORIES AND GEOGRAPHICAL ASPECTS OF PROGRAMS 47

4.1 ARIZONA JOB COLLEGES, INC. 48

4.1.1 Characteristics of the Target Population 49
4.1.2 Characteristics of Program Participants 53
4.1.3 Geographic Information 55
4.1.4 Program Startup 55
4.1.5 Evolution of Program Funding 58
4.1.6 Build-Up Rates 52
4.1.7 Changes in the Operating Organization 63
4.1.8 Other Historical Data 63

4.2 MADERA EMPLOYMENT TRAINING CENTER 66

4.2.1 Characteristics of the Target Population 69
4.2.2 Characteristics of Program Participants 71
4.2.3 Geographic Information 71
4.2.4 Program Startup. 74
4.2.5 Evolution of Funding 75
4.2.6 Build-Up Rates 76
4.2.7 Changes in the Operating Organization 77
4.2.8 Other Historical Data 78

4.3 MANPOWER, EDUCATION AND TRAINING, INCORPORATED 78

4.3.1 Characteristics of the Target Population 82
4.3.2 Characteristics of Program Participants 82
4.3.3 Geographic Information 85
4.3.4 Program Startup 85
4.3.5 Evolution of Funding 89
4.3.6 Build-Up Rates 90
4.3.7 Changes in the Operating Organization 90

4.4 MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INCORPORATED 90

4.4.1 Characteristics of the Target Population 92
4.4.2 Characteristics of Program Participants 92
4.4.3 Geographic Information 95
4.4.4 Program Startup 95
4.4.5 Evolution of Funding 97
4.4.6 Build-Up Rates 98
4.4.7 Changes in the Operating Organization 98

4.5 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC. 99

4.5.1 Characteristics of the Target Population 100
4.5.2 Characteristics of Program Participants 102
4.5.3 Geographic Information 102
4.5.4 Program Startup 105
4.5.5 Evolution of Funding 106
4.5.6 Build-Up Rates 107
4.5.7 Changes in the Operating Organization 108
4.5.8 Other Historical Data 108

4.6 CROSS-PROGRAM COMPARISONS 111

Page

5.0 HOW THE PROGRAMS OPERATE 115

5.1 ORGANIZATIONAL STRUCTURES 115
5.2 SERVICE AREAS . . . .
5.3 ARIZ[illegible] JOB COLLEGES, INCORPORATED 117

5.3[illegible] Intake 119
5.3.2 Student Support 121
5.3.3 Education, Not Job Specific 126
5.3.4 Job Training 131
5.3.5 Program Exit 134
5.3.6 Administration 135

5.4 MADERA EMPLOYMENT TRAINING CENTER 136

5.4.1 Intake 136
5.4.2 Student Support 138
5.4.3 Education, Not Job Specific 144
5.4.4 Job Training 145
5.4.5 Program Exit 148
5.4.6 Administration 149

5.5 MANPOWER, EDUCATION, AND TRAINING, INCORPORATED 149

5.5.1 Intake 152
5.5.2 Student Support 152
5.5.3 Education, Not Job Specific 155
5.5.4 Job Training 156
5.5.5 Program Exit 158
5.5.6 Administration 160

5.6 MIGRANT AND SEASONAL FARMWORKER'S ASSOCIATION, INCORPORATED 160

5.6.1 Intake 162
5.6.2 Student Support 163
5.6.3 Education, Not Job Specific 167
5.6.4 Job Training 170
5.6.5 Program Exit 172
5.6.6 Administration 174

5.7 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC. 174

5.7.1 Intake 176
5.7.2 Student Support 179
5.7.3 Education, Not Job Specific 183
5.7.4 Job Training 187
5.7.5 Program Exit 194
5.7.6 Administration 196

5.8 CROSS-PROGRAM COMPARISONS OF ORGANIZATIONAL STRUCTURES AND PROCESSES 196

Page

6.0 RESOURCE ALLOCATION 199

6.1 THE PROCEDURE FOR ALLOCATING NON-STAFF COSTS ACROSS PROGRAM PROCESSES 199
6.2 ARIZONA JOB COLLEGES, INC. 201

6.2.1 AJC Staff Costs 202
6.2.2 AJC Net Non-Staff Costs 202
6.2.3 Resource Allocation at AJC 204

6.3 MADERA EMPLOYMENT TRAINING CENTER 204

6.3.1 METC Staff Costs 205
6.3.2 METC Net Non-Staff Costs 205
6.3.3 Resource Allocation at METC 205

6.4 MANPOWER, EDUCATION, AND TRAINING, INC. 207

6.4.1 MET Staff Costs 208
6.4.2 MET Net Non-Staff Costs 208
6.4.3 Resource Allocation at MET 210

6.5 MIGRANT AND SEASONAL FARMWORKERS, INC. 210

6.5.1 MSFA Staff Costs 212
6.5.2 MSFA Net Non-Staff Costs 212
6.5.3 Resource Allocation at MSFA 212

6.6 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC. 214

6.6.1 MP Staff Allocations 214
6.6.2 MP Net Non-Staff Costs 214
6.6.3 Resource Allocation at Mountain-Plains 215

6.7 CROSS-PROGRAM COMPARISONS OF RESOURCE ALLOCATION 217

7.0 COSTS PER SERVICE UNIT 221

7.1 DEFINITIONS OF MEASURES OF OPERATING CHARACTERISTICS . . 221

7.2 AJC: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING DECEMBER 1973 224

7.3 METC: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING APRIL 1976 224

7.4 MET: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING NOVEMBER 1974 226

7.5 MSFA: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING FEBRUARY 1975 229

7.6 MP: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING AUGUST 1976 229

7.7 CROSS-PROGAM COMPARISONS OF SERVICE UNIT COSTS STANDARDIZED TO 1976 DOLLARS 232

Page

7.7.1 Cross-Program Comparisons of FAMILY Service Unit Costs (in 1976 Dollars) 233
7.7.2 Cross-Program Comparisons of ADULT TRAINEE Service Unit Costs (in 1976 Dollars) 238
7.7.3 Cross-Program Comparisons of PER PERSON Service Unit Costs (in 1976 Dollars) 240

8.0 SUMMARY. 247

8.1 WHY COMPREHENSIVE FAMILY-CENTERED PROGRAMS? 248

8.2 WHOM DID THE PROGRAMS SERVE? 249

8.3 THE SIZE AND SERVICE UNIT COSTS OF THE PROGRAMS. 251

8.4 RANGE OF SERVICES. 259

8.5 SERVICE MIX AND RESOURCE ALLOCATION. 262

8.6 CONCLUSIONS. 272

APPENDIX A: SITE VISIT ACTIVITIES

APPENDIX B: RELATIONSHIPS AMONG MEASURES OF OPERATING CHARACTERISTICS

APPENDIX C: CONSUMER PRICE INDEX ADJUSTMENT FACTOR CALCULATION

APPENDIX D: ARIZONA JOB COLLEGES: STAFF ALLOCATIONS, POSITION TITLES, QUALIFICATIONS AND FUNCTIONS BY SIX MAJOR SERVICE AREAS AND 21 PROGRAM PROCESSES

APPENDIX E: MADERA EMPLOYMENT TRAINING CENTER: STAFF ALLOCATIONS, POSITION TITLES, QUALIFICATIONS AND FUNCTIONS BY SIX MAJOR SERVICE AREAS AND 21 PROGRAM PROCESSES

APPENDIX F: MANPOWER, EDUCATION AND TRAINING, INC.: STAFF ALLOCATIONS, POSITION TITLES, QUALIFICATIONS AND FUNCTIONS BY SIX MAJOR SERVICE AREAS AND 21 PROGRAM PROCESSES

APPENDIX G: MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INC.: STAFF ALLOCATIONS, POSITION TITLES, QUALIFICATIONS AND FUNCTIONS BY SIX MAJOR SERVICE AREAS AND 21 PROGRAM PROCESSES

APPENDIX H: MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC.: STAFF ALLOCATIONS, POSITION TITLES, QUALIFICATIONS AND FUNCTIONS BY SIX MAJOR SERVICE AREAS AND 21 PROGRAM PROCESSES

REFERENCES

LIST OF TABLES

Page

Table 4.1 Characteristics of the Poverty Population in Catchment Areas of Arizona Job Colleges, Inc. in 1970. . 52

Table 4.2 Characteristics of Participants of Arizona Job Colleges, Inc. 54

Table 4.3 Summary of Major Grants and Contracts: Arizona Job Colleges, Inc. 59

Table 4.4 Characteristics of the Poor and Near-Poor Populations in Catchment Areas of the Madera Employment Training Center in 1970 70

Table 4.5 Characteristics of Participants of Madera Employment Training Center. 72

Table 4.6 1969 Unemployment Rates in Base and Placement Areas for the Manpower, Education and Training, Inc. Family Relocation Project 80

Table 4.7 Characteristics in 1970 of the Poverty Population in Catchment Areas of the Manpower, Education and Training, Inc. Family Relocation Project 83

Table 4.8 Characteristics of Participants of Manpower, Education and Training, Inc. 84

Table 4.9 Characteristics of the Poverty Population in Catchment Areas of Migrant and Seasonal Farmworkers Association, Inc. 93

Table 4.10 Characteristics of Participants of Migrant and Seasonal Farmworkers Association, Inc. 94

Table 4.11 Characteristics of the Target Population of the Mountain-Plains Education & Economic Development Program, Inc. 101

Table 4.12 Characteristics of Participants: Mountain-Plains Education & Economic Development Program, Inc. 103

Table 4.13 Cross-Program Comparisons -- Historical and Geographic Aspects. 112

Table 4.14 Cross-Program Comparisons -- Characteristics of the Eligible Populations in the Programs' Catchment Areas . 113

LIST OF TABLES (Continued)

Page

Table 4.15 Cross-Program Comparisons -- Characteristics of Program Participants 114

Table 5.1 AJC Subsistence Stipend Data 125

Table 5.2 Screening Criteria for METC. 139

Table 5.3 METC Subsistence Stipend Data. 143

Table 5.4 Curricula of METC Life Skills Training Courses 146

Table 5.5 Curricula of METC Vocational Training Courses. 147

Table 5.6 MSFA Rent Schedule 165

Table 5.7 Cross-Program Comparisons of Organizational Structures*

Table 6.1 Arizona Job Colleges: Allocation of Net Program Operating Expenditures for Calendar Year 1973 Across 21 Program Processes Within Six Major Service Areas. . . 203

Table 6.2 Madera Employment Training Center: Allocation of Net Program Operating Expenditures for the Year May 1975 - April 1976 Across 21 Program Processes Within Six Major Service Areas. 206

Table 6.3 Manpower, Education and Training (MET): Allocation of Net Program Operating Expenditures for Calendar Year 1974 Across 21 Program Processes Within Six Major Service Areas. 209

Table 6.4 Migrant and Seasonal Farmworkers Association (MSFA): Allocation of Net Program Operating Expenditures for the Year March 1974 - February 1975 Across 21 Program Processes Within Six Major Service Areas 213

Table 6.5 Mountain-Plains Education & Economic Development Program, Inc.: Allocation of Net Program Operating Expenditures for the Year September 1975 - August 1976 Across 21 Progrom Processes Within Six Major Service Areas. 216

Table 6.6 Cross-Program Comparisons of the Percentage Allocation of Program Resources Across 21 Program Processes Within Six Major Service Areas . . . .

---

*See pocket on inside of back cover.

LIST OF TABLES (Continued)

Page

Table 7.1 Arizona Job Colleges: Program Operating Characteristics and Service Unit Costs for the Year Ending December 1973 225

Table 7.2 Madera Employment Training Center: Program Operating Characteristics and Service Unit Costs for the Year Ending April 1976 227

Table 7.3 Manpower, Education and Training, Inc.: Program Operating Characteristics and Service Unit Costs for the Year Ending November 1974 228

Table 7.4 Migrant and Seasonal Farmworkers Association: Program Operating Characteristics and Service Unit Costs for the Year Ending February 1975 230

Table 7.5 Mountain-Plains Education & Economic Development Program, Inc.: Program Operating Characteristics and Service Unit Costs for the Year Ending August 1975. 231

Table 7.6 Cross-Program Comparisons of Costs per Service Units: FAMILIES (in 1976 Dollars). 234

Table 7.7 Cost per Family Service Year by Service Area (in 1976 Dollars) 236

Table 7.8 Cost per Completer Family (in 1976 Dollars) 237

Table 7.9 Cross-Program Comparisons of Costs per Service Units: ADULT TRAINEES (in 1976 Dollars). 239

Table 7.10 Cost per Adult Trainee Service Year by Service Area (in 1976 Dollars) 241

Table 7.11 Cost per Adult Trainee Completer by Service Area (in 1976 Dollars) 242

Table 7.12 Cross-Program Comparisons of Size and Costs per Service Unit: ALL PERSONS (in 1976 Dollars) 244

Table 7.13 Cost per Person Service Year by Service Area (in 1976 Dollars) 245

Table 7.14 Cost per Completer Person by Service Area (in 1976 Dollars). 246

LIST OF TABLES (Continued)

Page

Table 8.1 Characteristics of the Program's Participants. 250

Table 8.2 Cross-Program Comparisons of Size and Costs per Service Unit: ALL PERSONS (in 1976 Dollars). 255

Table 8.3 Cross-Program Comparisons of Costs per Service Unit: ADULT TRAINEES (in 1976 Dollars) 256

Table 8.4 Cross-Program Comparisons of Costs per Service Unit: FAMILIES (in 1976 Dollars) 257

Table 8.5 Cross-Program Comparisons of the Percentage Allocation of Program Resources Across 21 Program Processes within Six Major Service Areas 263

Table 8.6 Cost per Person Service Year by Service Area 264

Table 8.7 Cost per Adult Trainee Service Year by Service Area (in 1976 Dollars) 265

Table 8.8 Cost per Family Service Year by Service Area (in 1976 Dollars). 266

LIST OF FIGURES

Page

Figure 4.1: Map of Arizona Showing the AJC Areas of Operation. 56

Figure 4.2: Map of U.S. Showing Location of METC and BIA Areas 73

Figure 4.3: Map of Texas Showing Primary Operating Areas of MET's Family Relocation Project. 86

Figure 4.4: Map of North Carolina Showsing MSFA's Operating Areas 96

Figure 4.5: Map of U.S. Showing Mountain-Plains Operating Areas and Locations Training Center and State Offices. 104

Figure 5.1: Organization Chart - Arizona Job Colleges, Inc.. 118

Figure 5.2: Organization Chart - Madera Employment Training Center 137

Figure 5.3: Organization Chart - Manpower, Education and Training, Inc.. 151

Figure 5.4: Organization Chart - Migrant and Seasonal Farmworkers Association, Inc.. 161

Figure 5.5: Organization Chart - Mountain-Plains Education & Economic Development Program, Inc. 175

Figure 5.6: Building Trades Occupational Training Relationship. 190

CHAPTER ONE

INTRODUCTION

Over the past several years there have been numerous large-scale federal programs mounted to help alleviate the plight of "disadvantaged" members of our society. It is worth discussing what is meant by the term "disadvantaged," for its meanings have been fundamental in determining the nature of the various programs intended to help the disadvantaged.

Fundamentally, being disadvantaged is a relative rather than absolute state of affairs and, ultimately, is defined in terms of our societal norms and values. Few would deny that some of the most basic values in our society are inseparably intertwined with the world of work. Conrad et al. (1975) captured the essence of the value placed on work in our society as it related to defining "disadvantaged":

> ... The "product" yielded to society, and with regard to which the disadvantaged are seen to be deficient, is basically the productivity of the individual as an active member of the "labor force." ...the individual whose productivity is: (1) insufficient to meet his/her maintenance requirements; (2) less than a consensual potential; (3) based on less than full-time employment; and/or (4) employment in areas whose contributive productivity is viewed as of little value and hence generates little income, is disadvantaged both in ability to contribute to, and share in, the fruits of the productivity of the system as a whole .... Thus, the most salient characteristic of "disadvantaged" is un- or underemployment. (p. 2)

That unemployment and underemployment are commonly accepted as the defining characteristics of "disadvantaged" is reflected in the large number of massive government programs that have been initiated since the early 1960s in an attempt to alleviate employment problems for the disadvantaged. There is, however, not a general consensus regarding the best and/or the most cost-effective way to tackle the problem.

There are a variety of fundamentally different approaches to the resolution of unemployment and underemployment among the disadvantaged. At the opposite ends of the spectrum of these approaches are (1) the individual manpower training approach and (2) the comprehensive family rehabilitation approach.

The individual manpower training approach may be characterized not only as accepting unemployment/underemployment as the most basic defining characteristic of being disadvantaged, but also as accepting it as the cause of being disadvantaged as well. This has led to the philosophy that providing a disadvantaged individual with a limited set of training services and/or job placement assistance will render the person an employed, productive, economically self-sufficient member of society. It is a further assumption of this approach that the benefits of such training services will endure over time (in the form of continuing employment) and that it can be accomplished at a relatively modest cost to the government.

Proponents of the comprehensive family rehabilitation approach, however, hold a very different philosophy. They would accept unemployment/underemployment as one of the critical characteristics of being disadvantaged. On the other hand, unemployment and underemployment are perceived as symptoms of being disadvantaged rather than causes of the plight. Conrad et al. (1975, p. 3) identified eight salient characteristics the disadvantaged typically display:

(1) Low mathematical and formal English language capability.

(2) No specific salable vocational skill.

(3) A poor self-image.

(4) Lack of knowledge about the range of possible employment opportunities.

(5) Poor health and buying habits.

(6) Alientation from "society."

(7) Poor interpersonal skills.

(8) Lack of sophistication in World of Work realities (e.g., dealing with employers, promotion/progression mechanisms).

These traits are viewed by comprehensive family rehabilitation proponents as constituting a debilitating syndrome of multiple and interactive problems that cause the employment problems characterizing a disadvantaged status in life. The recognition of these traits as an interrelated set of problems leads to the following conclusion: If a program is to be successful in assisting the disadvantaged to become employed, productive, self-sufficient citizens, it must treat all of the problems in the disadvantaged syndrome simultaneously. This implies a broad range of services indeed, for we are talking about treating problems ranging from lack of basic education skills and specific job skills to the lack of general knowledge about work opportunities and how to deal with employers, to attitudes about one's self and society. From this perspective, to provide less than the full range of services needed to address these problems in a comprehensive integrated way is to court ultimate failure. If only one, or a few, aspects of the disadvantaged syndrome are treated, eventually the negative effects of the problems left untreated will drive the person back to his/her original disadvantaged status (even if there is short term success).

Advocates of the comprehensive family rehabilitation approach go one step further than the necessity for providing a comprehensive array of services to individual persons -- services must be provided for the entire family unit if rehabilitation is to be fully successful and endure over time. Just as the causes of an individual being disadvantaged are interrelated, so the members of a family are closely interrelated -- what happens to one family member is likely to affect other family members. Louis Nau (1973), a leading spokesman for the comprehensive family rehabilitation approach, put it this way:

> If one accepts that disability, poverty, or other kinds of social, educational or cultural deprivation do not exist in isolation, and always adversely affect other family members as well as the family unit as a whole, the need for and the advantage of family-centered human service programs is easy to understand.
>
> The intrafamily response to pain (any type of physical, mental or social trauma) can only be measured by its cumulative adverse effect upon each member of the family. The rehabilitation or change process needed to overcome the effects of family pain must be totally family oriented and must be individually, yet cumulatively, administered. (p. 9)

The three paragraphs immediately above describe two fundamentally different approaches to the task of alleviating the plight of the disadvantaged by aiding them in becoming employed, productive, economically self-sufficient members of society. One we have termed an "individual manpower training" approach, the other a "comprehensive family rehabilitation" approach. There are vocal, enthusiastic supporters and constituencies for both approaches, as well as deeply vested political interests advocating each.

Despite the support for both types of programs, and the existence of both types of programs for well over five years, as of October 1976 there is no credible, definitive statement available regarding the successes (or failures) of either approach. Perry et al. (1975) conducted an exhaustive review of 210 evaluations of a dozen national "individual manpower training" programs. Typically they found there were inadequate data available from the programs to provide reliable evaluations, and that this problem was exacerbated by the use of evaluation procedures so flawed as to render the results of the evaluation studies nearly meaningless.

This problem is not, however, by any means specific to the evaluations of the manpower programs reviewed by Perry et al. There are five comprehensive family rehabilitation programs currently in operation in the United States: Mountain-Plains Education & Economic Development Program, Inc.; Madera Employment Training Center; Manpower, Education and Training; Migrant and Seasonal Farmworkers' Association; and the United Tribes Employment Training Center. Three others are now defunct: Arizona Job Colleges, Inc.; Rosewell Employment Training Center; and the San Diego Employment Training Center. At the outset of this study one of our primary goals was to conduct a comparative cost/benefit analysis of comprehensive family rehabilitation programs. It did not take long to discover that, with the exception of the Mountain-Plains program, the data available from the programs were inadequate to make a valid assessment of either economic or non-economic impacts.

There is no question that this situation has weakened this report, for it makes it impossible for us to answer the three most fundamental questions to be asked about residential family-centered training programs (or, for that matter, about any type of rehabilitation/training program): (a) "Do the programs have beneficial economic and/or non-economic impacts on their participants?" (b) "What mix of services produces the greatest economic and/or non-economic gains?" and (c) "What mix of program services is most cost-effective?"

This limitation notwithstanding, the following comparative case studies are not only interesting but highly informative as well. We were able to gather a wealth of information about comprehensive family-centered rehabilitation/training programs: their histories, client populations, operating levels, and allocation of resources across twenty-one program processes. In addition, we obtained sufficient information to be able to compute the costs of producing various types of students and compare these costs across programs.

Using these characteristics, in the remainder of this report we focus on comparative descriptions of five programs: Arizona Job Colleges (AJC); Madera Employment Training Center (METC); Manpower, Employment and Training (MET); Migrant and Seasonal Farmworkers' Association (MSFA); and the Mountain-Plains Education & Economic Development Program, Inc. (MP). We excluded the Rosewell and San Diego Employment Training Centers from this study because they had been closed for some time before we began planning the study in late 1974. Arizona Job Colleges was operating when we began the study but closed its doors for (probably) the last time in March of 1976. The United Tribes Employment Training Center in Bismarck, North Dakota was invited to participate in the study but declined to be included on the grounds that the study could not be of sufficient depth to be able to measure the cultural benefits that trainees derive from their time in that program.

We now turn to our comparative descriptions of the five programs. We begin by providing a brief overview and a personalized vignette of each program.

CHAPTER TWO

BRIEF DESCRIPTIONS OF PROGRAMS

2.1 ARIZONA JOB COLLEGES, INC. (AJC)

2.1.1 The Program

Arizona Job Colleges was a comprehensive family rehabilitation program for rural poor families of Arizona.[1] The program provided its client-family members' vocational training, aid in job development and placement, basic and vocational-related education, and a variety of supporting services designed to enable rural disadvantaged families to secure and retain skilled employment.

Arizona Job Colleges attempted to deal simultaneously with the entire range of a rural disadvantaged family's problems in order to prepare the family to be a more fully functioning unit in the community. The program therefore included as back-up for work training, medical and child care, remedial education, tutoring, vocational interest and work evaluation, counseling, training in home management skills and family interactions, and the development of adequate aspirations and goals for all family members. Participant-families received a monthly stipend for which they were expected to attend all training sessions and official functions of the program. Low-cost but adequate housing was arranged for each participant-family in a public housing project which was mostly occupied by these families. The program regarded community living as an important environmental factor in their program, hence families were expected to participate in "family-government" meetings and other social functions during their training.

Arizona Job Colleges, in implementing its "comprehensive treatment," "residential-family centered," "rehabilitation" philosophy, operated the following program components:

(1) Vocational Training; all husbands, and all wives who wanted it, were offered the opportunity for vocational training. Most training was purchased from outside

---

[1] Arizona Job Colleges suspended operations in March 1976.

training sources, i.e., community colleges, private vocational training schools, etc., but some was provided on-site at Arizona Job Colleges.

(2) Home Management; all parents were expected to participate in some parts of the home management program. Teenagers were offered sewing and cooking lessons on a voluntary basis.

(3) Child Development Center; the program provided day care services for children from age three months through 5½ years. The Child Development Center also provided a training program for adults, mostly mothers, who wished to become day care or Head Start aides.

(4) Developmental Education; all adults who did not have a high school diploma were expected to participate in the Developmental Education program. This program was completely individualized by means of self-study programmed materials and was set up to provide training in adult basic education (elementary) through preparation for the GED test. ESL (English as a second language) was also provided. The Developmental Educational program also provided tutorials for adults and school-age children who needed extra help.

(5) Housing; Arizona Job Colleges provided seventy 2-, 3-, and 4-bedroom dwelling units for its participant-families, in a nearby low-cost public housing project. The program also maintained ten residential 3-bedroom, 2-bath trailers as dwelling units for participant-families.

(6) Counseling; all families were seen at least once per month by their counselor, since it was the counseling department's responsibility to provide case coordination for the family, thus assuring delivery of all applicable services to each family member.

(7) Special Services; this component organized and implemented the recreational program provided for the families. The Special Services department also was responsible for establishing a teen program and activities for school-age children for after-school hours and during the summer.

(8) Medical Services; Arizona Job Colleges' in-house medical services program provided full medical and some dental care to all client-family members, including hospitalization and surgery.

In addition to the various program offerings, Arizona Job Colleges provided a number of other services, such as:

- testing and vocational evaluations covering psychological, aptitude and academic areas
- stipends
- job development and placement

- move-in and move-out services including locating housing for completers
- furnishings and household equipment while in the program, and
- follow-up counseling and placement services for approximately one year after graduation.

Two other program components related to the admissions process were:

- Recruitment, whose function was to provide information to the target population on what Arizona Job Colleges had to offer, arrange for entrance interviews, etc., and
- Screening, which assured that incoming families conform demographically to the poverty guidelines and program requirements (e.g., be legally married).

2.1.2 The Participants

The typical AJC family is a young Chicano couple with two children. The husband, Carlos, is 25 years of age and the wife, Marta, is 24. The husband is a farm laborer working primarily on the Jack Lynch[2] farm, an 800-acre spread in Pinal County, Arizona, which is planted to cotton, soybeans, safflower, wheat, and lettuce. Carlos' father also works on the Lynch farm. Mr. Lynch has constructed several fairly new 3-bedroom, 1-bath houses, with about 1,200 square feet of living area, for his workers. However, Carlos, Marta and the two children must live with Carlos' father and mother and Carlos' three sisters. Hence their living conditions are crowded and Carlos and Marta have very little privacy.

Carlos had heard about AJC from a friend who had been there and dropped out. His first real contact with the program occurred, however, when the AJC mobile health unit arrived at the Lynch farm offering flu shots free of charge to the farm workers. After receiving his flu shot, Carlos expressed some interest in the program and the outreach worker who accompanied the nurse administering the shots arranged for an AJC recruiter to visit Carlos and Marta.

The interview with the recruiter revealed that Carlos and Marta were eligible for the program: Carlos was being paid $1.50 per hour and had done nothing but farm labor since he had joined the labor force. The AJC recruiter explained that they would have to move (25 miles) to Casa Grande and would have a house of their own, which greatly increased Marta's interest in the program. Carlos, however, wasn't so sure about AJC. The recruiter had referred to "classes" and "job training." Carlos had never been happy in school and had dropped out of Coolidge, Arizona High School in the 9th grade. He was relatively secure living with his parents. His friend who had attended AJC had left after a disagreement over stipend docking for unexcused absence from training and had related to Carlos that AJC didn't keep its word with regard to the amount he was to be paid.

---

[2] Of course, all names used in this chapter are fictitious. The scenarios are composites of statistical facts and conversations with program staff and students.

On the other hand, the AJC recruiter had referred to training in the auto mechanics area. Carlos had helped a mechanic repair some of Mr. Lynch's farm machinery and he looked back on that as one of the more pleasant assignments he had had at the Lynch farm. His own car seemed to be in constant disrepair and he felt a sense of accomplishment when he was able to fix it himself. And next week he would have to start chopping cotton, one of the more difficult jobs on the Lynch farm. Also, Marta was becoming more and more restive, and was not shy and retiring like Carlos' mother. There had recently been several unpleasant instances within the household that had caused Carlos' father to suggest that Carlos and Marta should move. The AJC recruiter had arranged to take Carlos and Marta over to the program's facilities for a tour, so Carlos decided that he would at least go through with that first step.

On the day of the tour, the AJC recruiter took Carlos and Marta around AJC's facilities. The staff were friendly and the trainees who were on-site that day seemed contented. The housing appealed to Marta. Carlos was surprised to hear that people who went through AJC were being placed in jobs paying more than twice what he was making. It seemed like a natural part of their day when the recruiter sat them down in his office and began filling out their application form. After completing these forms, the recruiter arranged to pick them up again for their physical examinations and "psychs" (psychological tests), and drove them back to the Lynch farm.

The psychological testing process reminded Carlos of his school days. Several persons were taking the tests at the same time in a classroom atmosphere. Carlos was a bit wary, but the test-taking process, although lengthy, was completed without incident. He and Marta were then directed to the AJC Medical Facility for their physical examinations. Upon arrival at the Medical Facility, Carlos was surprised to encounter the friend who was an AJC dropout. When asked, Carlos was told by the friend that his (the friend's) wife was pregnant and was continuing to receive prenatal care at AJC's Clinic even though they had left the program. The friend himself had also been treated there at AJC's medical facility after leaving the program for a minor injury sustained on a tractor.[3]

About ten days after the physical examination, the AJC recruiter arrived at the Lynch farm to inform Carlos and Marta that they had been accepted by AJC. Marta was ecstatic and Carlos, while apprehensive, decided to enter the program. The AJC recruiter then told them to report to AJC the following Monday for orientation. Carlos and Marta were asked to drive their own car to AJC and told that an AJC truck would pick up their household goods early Monday morning and transport these goods to Carlos' and Marta's new AJC home.

The following Monday, after helping load their household goods, Carlos, Marta and their two children drove to AJC. When they arrived they were greeted by the recruiter, who directed them to the Child Care Center, where the children were to spend their first day while the parents attended Orientation. At this point, Marta felt her first apprehension about AJC. Her children, ages 4 and 2, had never been cared for by anyone outside of the extended family and were fearful of the Child Care Center atmosphere. They naturally expressed this fear through crying loudly, which made Marta feel exceedingly guilty and uneasy, despite the assurances of the Child Care Center Director, who firmly directed Marta to leave the children and proceed to the Orientation program.

The Orientation program was interesting. Carlos and Marta met their counselor, had a tour of the recreational facilities, and listened to a welcoming speech by the Director of the Program. After lunch at the AJC cafeteria, they were taken on a tour of the Home Living Unit, where all Home Management and Home Skills training are performed. The Business

---

[3] AJC's Medical Grant required that the program serve all migrant families, whether they were AJC families or not: in particular dropouts often continued to rely on AJC for medical services after leaving the program.

Manager gave a talk about how and when their stipends would be distributed. The end of the day was spent with their Counselor preparing their Budget Report. The Budget Report was enlightening to Carlos and Marta, who had never been exposed to the concept of allocating Carlos' pay check to various family expenses.

At the end of the day, Carlos and Marta proceeded to the Child Care Center to pick up their children, who by this time were playing happily with the other children. The family then proceeded to their AJC-supplied home. While they were unpacking their household goods, the welcoming committee of the family organization paid them a visit to invite them to attend the next family meeting and to explain the functioning of the family organization.

For the next several days, Carlos and Marta underwent their vocational evaluations. Carlos had indicated that he wanted to be trained as an auto mechanic. Marta was interested in office work. Carlos was administered various dexterity tests, the Bennett Mechanical Hand Tool Test, and a small engine assembly test. Marta was administered dexterity tests, a typing test (she had taken typing in high school), the Minnesota Spatial Relation Test, and various clerical tests.

Immediately after the Vocational Evaluations, Carlos and Marta began their basic education program. Marta had completed high school, hence proceeded directly into the Home Skills training program. Carlos, however, started in the Learning Center in the GED program. A few days later Carlos and Marta conferred separately with their counselor regarding the results of the vocational evaluation. Each had been able to master the skills necessary for their selected vocation, hence were allowed to proceed with their plans for training.

A week later, Carlos' Automotive Mechanics training course began at the Gila River Career Center (GRCC), where most of the AJC trainees received their instruction. After this course began, Carlos caught a bus at 7:15 each morning for the 20-mile ride to the Center. He returned after lunch for his Learning Center work. Marta went to her Home Skills training course in the morning after taking the children to the Child Care Center. In the afternoons she went to GRCC for her clerk-typist course.

Carlos and Marta were active in the participant-family organization, and Marta was elected secretary. Meetings of this organization were held every other Wednesday evening, and Carlos and Marta always looked forward to the socializing that accompanied these meetings.

On Sundays, Carlos, Marta, and their children usually drove out to the Lynch farm to visit Carlos' parents. However, these visits became less and less frequent as Carlos and Marta began to establish relationships with other families at AJC.

There were times, of course, that Carlos nearly dropped out of AJC. Sometimes he would be extremely discouraged with his Learning Center work. He wasn't particularly interested in that aspect of AJC and often became distracted or sleepy during the afternoon sessions, particularly on days when he had had a beer or two the night before. Several times Carlos' and Marta's stipend was docked for unexcused absences, which infuriated Marta, since it was always Carlos who caused the dockage: catching that 7:15 a.m. bus was difficult. After one of these times when Marta verbally assaulted him, Carlos responded by physically abusing Marta, who then sought help from the counselor-on-duty. This incident led to a period of intensive marital counseling for Carlos and Marta.

In general, Marta was an enthusiastic AJC participant who took the program very seriously and saw it as a way to escape from Carlos' parents, while Carlos was a mediocre AJC participant who often didn't care whether he was there or not. However, he did enjoy his automotive mechanics course and he had acquired a number of friends at AJC with whom he had begun to identify.

Five months after entering Arizona Job Colleges, Carlos passed the GED tests. Since he was about to complete his automotive mechanics course, his counselor began to prepare Carlos and Marta for graduation. Marta had long since completed her clerk-typist course, and was working as an on-the-job trainee in the AJC Director's Office. They talked with the job placement specialist about their vocational desires. They had decided to live in Casa Grande, so the job placement specialist found Marta a job as a secretarial aide at Hexcel Corporation's Casa Grande plant. Carlos was somewhat more difficult to place. Finally, after three interviews, Carlos was hired as an apprentice mechanic at Angel's Truck Heaven on Interstate Highway 10.

Before Carlos' and Marta's graduation date, the Housing Department inquired as to where they would like to live. Both Carlos and Marta liked the AJC housing and expressed a desire to stay nearby. As luck would have it a vacancy occurred in one of the non-AJC-committed units in the same public housing development that AJC utilized for housing.

Hence, after graduating from AJC Carlos and Marta moved only a few hundred feet to a house nearly identical to the one they had lived in during training. There was a private child care center within a block of their new house, so Carlos and Marta became a two-breadwinner family.

Carlos and Marta maintain their contact with AJC through the follow-up counselors and through their contacts with other AJC alumni and AJC families who live in the same housing area.

2.2 MADERA EMPLOYMENT TRAINING CENTER (METC)

2.2.1 The Program

The Madera Employment Training Center is operated, for Native Americans only, by American Indian Enterprises, Inc. under contract to the Sacramento Office of the Bureau of Indian Affairs (BIA). Program participants include single men and women, families, and "solo" parents (BIA terminology for unmarried women with children).

The Madera Employment Training Center is located on a former Air Force radar station about five miles outside of Madera, California, in the agricultural San Joaquin Valley. The Center covers a 56-acre site, with 27 individual 2-, 3-, and 4-bedroom houses, three dormitories, a four-plex efficiency apartment building, dining hall/snack bar, administration building, classroom buildings, shops, and laboratories. In addition, the Center has a number of recreational facilities, including a gymnasium, swimming pool, tennis court and baseball diamond.

There are seven vocational education programs offered by the center. Two of them, the General Facilities Equipment Technician and the Electronics Technician programs, are operated with the assistance of the U.S. Federal Aviation Administration (FAA), and are specifically designed to train students for FAA positions. The jobs for which the students in these programs are trained are technically demanding and involve a great deal of responsibility, in that the employee will be maintaining and operating vital aviation aids to navigation, often in remote areas with little direct supervision. Three programs use employees of the Pacific Telephone & Telegraph Company (PT&T) as instructors in tele-communications skills training. These three courses, Clerical, Directory Assistance, and Outside Crafts, are sponsored by telephone companies throughout the western U.S. Completers of the PT&T program are placed in jobs within one of the Bell System Companies or with the RCA Alaskan Communications Corporation. BIA reimburses PT&T for these instructors' salaries and expenses. Xerox Corporation and National Cash Register (NCR) Corporation also each sponsor a training program. The Xerox course is for Associate Technical Representatives and the NCR course is to train Associate Field Engineers. The Xerox, NCR, and the two FAA programs are all 10 months in duration and the PT&T-taught programs are 10 weeks.

The Madera Employment Training Center's capacity is around 150 students. However during (the federal government's) fiscal year 1974, average program participation was only 20. This under-utilization is attributable to two factors. First, the tribal governing board of the student's home reservation must commit to paying his/her subsistence stipend during the training period (American Indian Enterprises' covers only operating costs). These funds come out of the BIA training allotment to the tribe, and tribal governing boards are reluctant to spend portions of these allotments for activities other than their own locally-run training programs. Second, while American Indian Enterprises has the responsibility for operating the program, it does not perform the recruitment and job placement functions; these activities are carried out by BIA. BIA's approach to recruitment and job placement is to first identify a job opening and then select a potential trainee to fill this job. Only after the job opening has been identified and committed to by the employer is the trainee admitted to the training center. Thus conditions for entry are more restrictive than for programs which recruit first and worry about job placements later.

The Madera Employment Training Center does not provide child development or child care services to its participant-families. Thus, participation by wives as trainees in the program is not encouraged. Those wives who do participate are either childless or forced to hire non-participating wives as baby-sitters.

The day-to-day activities at the Madera Employment Training Center are informal and staff/trainee relations are excellent. As is true with all programs of this type, the staff is dedicated to the concept of family-residential training. Students are expected to handle their own problems, with little coddling. For example, under American Indian Enterprises' contract, medical services are not provided, and the center's infirmary has been closed down. A list of all of the town's physicians, dentists, etc., is provided to the trainees. Trainees are expected to arrange for their own medical services and to pay about 20% of their own medical costs, which simulates a typical medical insurance program associated with full-time employment. The program has found that this policy also reduces absenteeism due to illness.

2.2.2 The Participants

The typical METC participant-family is, of course, Native American. The husband, Gary, is a veteran of the U.S. Marine Corps and served in Vietnam. He is 23 years old. His wife Lorie, age 21, is pregnant with their first child. Since his honorable discharge from the Marine Corps, Gary had not been able to find a job in the San Diego County, California area where his home tribe is located and where the unemployment rate is 11.5%. Both Gary and Lorie are high school graduates. Gary was trained as a radar operator by the Marines and enjoyed being in the service, but Lorie had been very much against his re-enlisting. So, Gary got out of the Marines and returned to his home reservation in East San Diego County, where he and Lorie were able to get tribal-owned housing.

Gary's first contact with METC was through the Veteran's Administration, where he periodically went to meet with a Readjustment Counselor. The counselor had recently received METC's recruitment packet describing the training programs offered there and mentioned the possibility to Gary. Gary had never heard of Madera, California but was intrigued with the idea of getting back into a field that was somewhat similar to his radar experience. According to the packet Gary had to apply and be accepted for a Civil Service job with the Federal Aviation Administration before he could enter the training program. He also had to arrange for his and Lorie's home tribe to pay for his subsistence stipends during training. The VA counselor contacted the Southern California BIA agency who periodically sent a representative down to Gary's. Gary arranged to meet with this representative the following day.

In a series of meetings with the BIA representative Gary was able to assemble and submit the paperwork associated with his application for the FAA position of General Facilities Electronics Technician (GFET), namely:

- a completed Personal Qualifications Statement (SF171)
- transcript of school credits
- General Aptitude Test Battery Scores, and
- photocopy of discharge papers.

About a month passed before Gary received word that he had been given the FAA appointment contingent upon his completion of the GFET training course at METC. During this month, Gary and the BIA representative had appeared before the tribal governing council to request funds for Gary's and Lorie's subsistence stipends during training, and the council had granted their request. The FAA training class which was to begin at METC two weeks hence still had two openings, so Gary was able to gain admission to this class. Shortly thereafter Gary and Lorie packed their household belongings in a U-Haul trailer and left for Madera.

Upon arriving at Madera, Gary and Lorie were directed by the counselor to the Registrar, who had assigned them one of the two-bedroom houses in the Housing area at METC. After unpacking and returning the trailer Gary and Lorie arranged their new home to suit them and went over to the METC cafeteria for their first dinner, where they met some of the other METC students.

The next day, Gary and Lorie met the Center Director, who explained the policies and procedures at METC and provided them with information on physicians, recreational facilities, etc. within the community of Madera. The Registrar issued them a health insurance card and the Counselor drove them around Madera in order to familiarize them with the area. Gary and Lorie had arrived a week before the beginning of the FAA class, so they had some time to enjoy the pool area before getting down to work. Lorie also made contact with an obstetrician in Madera to arrange for prenatal care for herself.

After Gary's training class had begun, Gary's and Lorie's life settled down to a steady state, which was perturbed only by the birth of their child midway through the class. Although Lorie was not a program participant, the METC counselor had visited her several times to assist her in preparing the new baby's bedroom and to help her in planning for her trip to the hospital. When she came home from the hospital, the counselor spent several hours with Lorie during the first few days to instruct her in child care.

Caring for her new baby was not completely strange to Lorie, however. She had recently acquired some experience with children, and earned some extra money, by babysitting during the day with the two young children of another METC participant-family. Both the husband and wife of this other family were in the Pacific Telephone and Telegraph Training Program, hence were only at METC about 10 weeks.

Gary completed his training course 10 months after he had started it. The FAA immediately assigned him as a Technician's Helper at the GS-4 level to the Riverside County, California area. Hence, Gary's and Lorie's new location was relatively close to their home reservation, family, and friends in northeast San Diego County. Gary expects to continue his training at the FAA Academy in Oklahoma City after a year's experience of working in the field.

2.3 MANPOWER, EDUCATION AND TRAINING, INC. (MET)

2.3.1 The Program

Manpower, Education and Training, Inc. is a non-profit corporation which operates, among a variety of other activities, a three-phase "total Family Relocation Program." This program includes a residential-training phase which offers:

- foundation education
- prevocational training
- child development services
- counseling, and
- housing.

The term "relocation" refers to the fact that Manpower, Education and Training participant-families are relocated from the "base area" (south Texas) to the "placement area" (the Houston-Beaumont area). The program provides for outreach, recruitment, referral to the Texas Employment Commission for certification of eligibility for benefits, assessment, orientation, educational and prevocational training, supervision of relocation, supervision of on-the-job training, job development and placement, counseling, and provision of housing supportive services and long-range follow-up. Eligible participant-families must:

- Be farmworkers who have had to leave the home base area to participate in farmwork which is too far away to allow daily commuting from job site to home base,
- Have migrated the previous year in search of farmwork,
- Have earned at least 50 percent of their income from farmwork in the past year,
- Meet the most recent poverty criteria established by the Department of Labor, and
- Express a desire to settle out of the migrant stream.

The three phases of the program are described below.

Phase I. Families are recruited in the "base area," the Rio Grande Valley in south Texas. Recruiters operate out of the two Manpower, Education and Training, Inc. regional centers in Eagle Pass, Texas and Laredo, Texas. After signing up for the relocation program, a family spends about 6 weeks in Phase I. During this period of time families commute to the regional centers for orientation, assessment, counseling, life skills training and foundation education (primarily basic English). Orientation includes slides and movies about life at the Goodrich residential center. During the orientation period counselors at the base area centers assess the family's chances of "making it" after being relocated. This six-week period also provides a time for a family to decide whether or not they really want to participate in a training/relocation program. At the end of Phase I participant-families who are still in the program are moved from the base area to the residential center in groups of from five to seven families. Manpower, Education and Training, Inc. provides for moving their household goods and each family drives to the center in their own vehicle (migrant families all have automobiles).

Phase II. Families spend around 8 weeks in this phase at the residential center in Goodrich. An average family's (male) head-of-household spends half-time in "prevocational" training and half-time in foundation education. Prevocational training is offered in three areas: welding, building trades, and basic auto mechanics. All training is conducted at the residential center. This training is termed "prevocational" since the program cannot provide a legitimate state-approved vocational training course within the Phase II time period. Manpower, Education and Training, Inc.'s philosophy is that the more complete "vocational" training courses are largely wasted since employers generally retrain new employees to do specific jobs. Therefore, Manpower, Education and Training supplies only the basics in its three areas of training and assumes that the employer will continue the employee's training after job placement.

Wives do not generally participate in prevocational training programs. They are provided foundation education on a half-time basis if they wish, but the wives are not required to participate. Some wives spend half of their time working in the Child Development Center or in the program's medical facility. They receive the minimum wage for this work and are considered to have received prevocational training as a child care aide or nurse's aide. Some wives have later been placed in jobs as a result of this experience.

The residential center can accommodate up to 40 families. Families are housed in trailers. The residential center has three permanent buildings, a recreational facility, a building housing the child development center, medical facility, and Phase II administrative offices, and a building for the training facilities.

Phase III. This phase includes job development and placement, the move from the residential center into private housing near the job, and follow-up counseling. Manpower, Education and Training, Inc. also provides assistance to its families in locating and arranging for housing. Job placements are mostly in the area around Houston, where the unemployment rate is low. Follow-up counseling activities include referrals to available supportive services; employer liaison to solve job-oriented problems; assistance in transferring children into schools and child care centers; and preventive, crisis, and regular counseling for all family members.

centers and preventive, crisis and regular counseling for all family members.

Manpower, Education and Training, Inc. regards the residential phase of the Total Family Relocation Program as serving a vital cultural need of its participant-families. These are all Chicano families who are being uprooted from their home base areas. Although they are used to migrating to obtain work, they can always return to their home areas where there are friends, neighbors and extended families. The residential phase of the relocation program serves as a transition from the old life to the new life. Since other Chicano families, their neighbors at the residential center, are also making this transition, the cultural shock resulting from the initial move is reduced. At the residential center, families acquire new friends who will be living nearby after all are placed in their new jobs. A family's chance of success in their new life can thus be enhanced as a result of the Phase II residential-training approach.

2.3.2 The Participants

All of MET's participant-families are Chicano. The husband of the typical family, Juan, is 31 years old with a 6th grade education. His wife, Maria, was born in Mexico. She was in school in that country for four years before her parents brought her to the United States. She is 28 years of age. Juan and Maria have three children.

Juan has been a farm laborer all his life. He started working in the fields and orchards as a small child alongside his parents who were migrant farmworkers. Juan's parents were born in Mexico, but he was born in the state of Washington, where his parents usually migrated in the summer to pick apples, peaches and pears and work in the canneries. Juan's parents always returned to the Laredo area of Texas late in the fall after the fruit-picking season ended in Washington, since there were usually farm labor jobs in the Rio Grande Valley in winter. They also regarded this area as "home," since it was close to that part of Mexico from where they had come.

From the time he became liberated from his parents until he was married, Juan had followed the migrant stream with several friends from April to October, reaching points as far north as Michigan and as far east as New Jersey, but always returning to the Laredo area. After he and Maria were married, however, he sought and was able to land a job as a farm laborer with a South Texas-based agricultural corporation. This corporation controlled 4,000 acres in the Rio Grande Valley and produced melons, carrots, onions, celery and cabbage. Juan had to furnish his own transportation to wherever he was needed within the company's vast holdings, but it was year-round work so he didn't have to migrate north.

However, there were occasional long periods of time when the corporation which was Juan's primary employer had no need for his services. And it seemed to Juan that these slack times were increasing both in length and in frequency of occurrence. Juan and his family lived at the bare subsistence and these layoffs further aggravated their economic deprivation.

Juan's first contact with MET occurred during one of his slack periods when he encountered a friend who had just recently begun Phase I training at the Laredo Base Area Center. After hearing about his friend's experiences at MET, Juan accompanied him to the Center and expressed interest in the Family Relocation Project. The MET recruiter contacted Juan a few days later and determined that Juan's family was eligible for the program. The recruiter then directed Juan to the Migrant Health Center in Laredo for his physical examination, which was required for admission to MET. The physical examination confirmed that Juan was in good health, so his family was formally admitted to the program. The MET recruiter who informed Juan of Maria's and his admission to MET set a date for them to report for Orientation.

When Juan told Maria about their acceptance into the MET program, she was totally overwhelmed by what it would involve. She simply could not comprehend that their family would have to be uprooted to start a new life in a totally different environment, but Juan made all the decisions so she began to prepare for whatever lay ahead. She arranged for her cousin to take care of their children during orientation and began to plan for the move to the Houston area.

During orientation Juan and Maria saw movies and slides about how some of their predecessors had fared after moving to East Texas. The trailer housing at the residential center to which they would first move looked very good to Juan and Maria when compared with their current small house in the very poor area of Laredo. Maria was fond of children, and one of the films portrayed how the women at MET were able to make extra money by working in the Child Care Center. Juan and Maria also received instruction on what services were available to them in Laredo and Goodrich (where they would be moving to) in particular and the state of Texas in general. And the $82.00 per week stipend which they began receiving immediately was more money than Juan made as a farm laborer. All the instruction was in Spanish, which made Maria feel more at ease. Maria's apprehension about MET began to wane.

Soon after Juan and Maria had entered the program, Juan was contacted by the Laredo Center counselor to make an appointment to discuss Juan's occupational aspirations. Juan had seen a slide presentation showing the Phase II training facilities and thought he would prefer the building trades area. In their meeting, Juan and his counselor agreed that he would pursue a career as a carpenter. They then set about to define what Juan would have to learn before starting his Phase II training at the Residential Center. Juan's experiences as a migrant worker in the north and east had provided him with a good working knowledge of English, so he had to concentrate on the computational and measurement skills required for carpentry. The counselor prepared for him a packet of cards which identified several areas for Juan to study.

Maria's proficiency in English was much lower than Juan's, hence she was directed to the English-as-a-second language course.

After Juan and Maria had been coming to the Base Area Center for about two months, the recruiter contacted them about relocating to the Residential Center at Goodrich. Four other families were also ready to make the move and the recruiter explained that it was better for several families to go together in case one of the cars broke down on the 400 mile trip. Juan and Maria's 1959 Ford was discovered to have a bad head-gasket by the recruiter, as well as to need two new front tires. The recruiter instructed Juan to have the car repaired and that MET would pay for it. The recruiter also instructed Maria to pack up all their household goods for storage during the time they would be at the Residential Center.

The trip to the Residential Center was made without incident. The recruiter rode with Juan and Maria part of the way. The road was familiar to Juan, who had travelled that route several times when he was younger and on his way north to work in the fields. They were all settled in their trailer at the Residential Center by bedtime.

At the Residential Center, Juan spent the mornings in the shop area in vocational training. His afternoons were spent continuing the basic education work which he had commenced at the Laredo center. He was able to take up in Goodrich where he had left off in Laredo by presenting his card packet to the instructor in the Phase II basic education classroom. Maria continued receiving instruction in English and worked three afternoons a week in the Child Development Center, which allowed Juan and Maria to make a little extra money. The oldest child in their family was enrolled in the local Goodrich school, and the other two children each spent a half-day in the Child Development Center. For recreation, there were movies two nights a week in the gymnasium, and bingo one evening of every other week. Maria and Juan became friendly with several other couples at the Residential Center.

After three months at the Residential Center, Juan had finished his basic education courses and had learned the fundamentals of carpentry in the vocational training area. He was now ready for Phase III on-the-job training.

The Job Placement specialist had contacted Juan periodically during his training and knew a little bit about Juan's strong and weak points. He placed Juan in a job with a trailer construction firm in Diboll, Texas, a small town about 40 miles north of Goodrich. The Phase III counselor helped Juan and Maria find housing near other MET families who had been placed in jobs in Diboll. This was particularly nice for Maria and the children, since they shared a common bond with these other families.

The Phase III counselor and job placement specialist were very attentive to Juan and Maria after they had moved into their new home in Diboll. The counselor assisted Maria in enrolling the school-age child in school and in arranging the house after the household goods had been sent up from storage in Laredo. The counselor also introduced Maria to the other female MET alumni in the area. Maria had already met several of them, since their stay at the Residential Center had overlapped. The job placement specialist visited Juan every week at his new job. The job placement specialist also talked with Juan's new boss about Juan's progress. He always made sure before he left that Juan understood what was expected of him by the bosses of the company and he monitored Juan's actions in carrying out these tasks. After the first six weeks of Phase III, the frequency of the contacts between Juan and Maria and the MET follow-up personnel diminished. Juan and Maria always knew, however, that help was there if they needed it. And their new friends in the colony of MET alumni in Diboll provided them with emotional support in their new life.

2.4 MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INC. (MSFA)

2.4.1 The Program

This non-profit North Carolina corporation operates a family-residential Training Center in the small town of Rich Square, North Carolina. The Training Center, a federal government-owned facility, is located on two sites. The first site is a five-acre tract of land with twelve administrative and classroom mobile units (trailers) and fifty mobile homes for participant-family residences. The second site, within easy walking distance of the first, is a building utilized for vocational shops, adult education classrooms, an assembly/reception area and office cubicles for vocational instructors.

In addition to the Training Center, the Migrant and Seasonal Farmworkers Association operates a large number of programs for farmworkers throughout the state. These include job placement and training, adult education, emergency food and medical services, family planning services, child care services, economic development, and rural housing services. For example, one of the more successful economic development projects is a co-op on the North Carolina coast which employs seasonal farmworkers in the off-season to manufacture crab-pots and to harvest eels for marketing to European countries. All of these operations, including the Training Center, are administratively controlled from the Migrant and Seasonal Farmworker Association's corporate headquarters in Raleigh, North Carolina.

The current Migrant and Seasonal Farmworkers Association's family-residential Training Center serves at any one time up to fifty families in residence and operates the following program components:

- Vocational training, for the male head-of-household and if desired, the spouse
- Educational training, as required by the participant's chosen vocation
- Guidance and counseling
- Medical services
- Home management training
- Child development and day care services
- Financial support, i.e., stipends, and
- Recreation programs.

In addition to these components, the eight regional offices of the Migrant and Seasonal Farmworkers Association perform the recruiting, placement and follow-on support functions on a statewide basis. The target population for the Training Center includes all migrant and seasonal farmworkers' families in the state of North Carolina, estimated to be 86,440 in number. The statewide program of the Migrant and Seasonal Farmworkers Association attempts to contact every migrant and seasonal farmworker family in the state and provide them with necessary assistance. To the extent feasible, those who are eligible and desirous of training are referred to the Training Center. This process includes a visit to the Center and interviews with staff members. Upon entry to the Training Center program, a period of orientation is commenced. This includes:

- General tour of the Center and explanation of program details
- Moving into new home
- Provision of household necessities
- Activation of services
- Counseling
- Vocational interest and achievement testing
- Enrollment of school-age children into local schools
- Enrollment of pre-school children into the Day Care Program
- Visitation of vocational courses
- Final determination of and assignment to a vocational course.

The Vocational Training component includes training in welding, electronics, auto mechanics, plumbing and wiring, electronic component assembly, retail sales, general office technology, nurse's aide, and day care aide. A typical training program requires from three to eight months, depending on the number of segments completed and the rate at which the trainee is able to proceed. Most of the vocational areas are divided into segments. Each segment is designed so that it qualifies those completing it for employment in the area at a given level or in a given specialization.

The number of segments within a course is derived in one of three ways. First, there are training programs, such as auto mechanics, in which a segment consists of mastery of one area of specialization. In these programs, trainees advance in competency through the accumulation of completed segments. Second, there are programs, such as electronics and welding, which require succession from one level of achievement to another, so that each segment is more difficult than its predecessor and entry into each segment requires the successful completion of lower-level segments. Third, in courses which utilize on-the-job training, the definitions of segments are flexible, allowing enrollees to acquire ability through the completion of diversified projects. Depending on the training course and segment within that course, the successful completion of a segment is determined through testing, accomplishment of a predetermined set of procedures (e.g., engine disassembly and assembly), or affirmation of the instructor.

After participants are enrolled in their courses, a projected date of completion is recorded based upon the average length of the course. Forty-five days prior to this projected graduation date, the participant is called for the first of many placement conferences. These conferences are designed to ascertain the participant's choice of placement location, housing requirements, salary desires, actual job duties preferred and suitable, and any problems related to placement and relocation. Contact is made with the district placement staff in the location of the participant's choice regarding the upcoming graduation, placement, and relocation. Details covered during the placement conferences are also transmitted to the cognizant district staff members and a comprehensive resume of the participant, for use by the district placement staff, is developed from input submitted by the personal counselor and instructors. The district staff then immediately begins to develop job and housing possibilities.

During the final 45 days, the participant also completes an intensive course in job readiness, including the interview process, the work attitude, and many other factors designed to assist him and his family in their final transition from the Training Center to the world of work.

When job possibilities arise which interest a participant, interviews are arranged with potential employers. Either a Training Center staff member or District Center staff accompanies the participant on these interviews. The graduate is assured, however, of being accompanied, as well as of all necessary arrangements involving transportation, class scheduling, and interview times. Before each interview, the Center placement counselor will attempt to set him at ease while advising him as to appearance and manner expected. During their final days in the program, participants work with the district placement counselor in preparation for relocation and the district placement counselor will oversee such things as packing, travel arrangements, loading, and assuring that the participant has food and other necessities to last until his first payday. Preparations are also made for special problems such as an expectant wife, a recent illness, or similar situations. The move to the new location is conducted with the assistance of a staff member. A family is left on their own only after complete suitability of living conditions is assured.

After the participant and his family have been settled in their new environment, periodic visits are made by appropriate staff located in the district of relocation. These visits are for the purpose of assessing any further needs of the family and assuring that any new services are provided which are deemed necessary at that time. For example, the family may not be aware of the range of social services available to them, and they may be referred to any of several agencies or organizations.

2.4.2 The Participants

The typical MSFA Training Center participant-family is Black and was working for several farmers at once prior to being recruited. The husband, Ernie, is 25 years old. His wife, Cora, is 24. Both had attended high school but neither had graduated. They have two small children and live in a ramshackle house on the Beauregard farm. Mr. Beauregard charges Ernie and Cora no rent for the house, but Ernie is responsible for "keepin' the place up." Also, Mr. Beauregard has priority for Ernie's and Cora's time when there is a conflict between getting Mr. Beauregard's work done and getting the work cut for one of the other three farmers that Ernie and Cora work for. The chief money crop that Ernie works on is tobacco, which is raised by all the farmers who employ him. Cora also works in the fields when she can arrange for someone to look after their two young children.

Ernie and Cora first heard about MSFA's Training Center in church. The MSFA recruiter for the district where Ernie and Cora lived visited their church service one Sunday and, with the permission of the pastor, gave a short presentation on the program. It was winter and neither Ernie nor Cora had been asked to do any work for some time, so they were low on money. They had already borrowed $50 from Mr. Beauregard and would have to borrow more unless one of their employers called soon with some work. After the service Ernie resolved to talk to the recruiter about what MSFA had to offer. When approached, the recruiter was responsive to Ernie and Cora and described the center in more detail, as well as making a case for them to free themselves from the conditions in which they were living. He invited them to visit the Training Center up in Northampton County and see for themselves. They accepted, and the recruiter arranged for a time for this visit.

On the day of the site visit, the recruiter picked up Ernie, Cora, and their two children and drove them to Rich Square. The tour of the facility required about three hours. The Day Care Center cared for Ernie's and Cora's children during the tour. Following the tour, Ernie and Cora talked briefly with the Services and Facilities Chief. He mentioned that they would received $55 per week if they were accepted into training. The state of their economic condition was such that they decided to apply for training. After the meeting with the Services and Facilities Chief, Ernie and Cora worked with the recruiter to complete the application for admission. The recruiter then drove them home. On the way home the recruiter made an appointment with Ernie and Cora to take them to their respective physical examinations. Several days later the recruiter picked them up again for their physicals.

Within a week, the recruiter notified Ernie and Cora that they had been accepted by MSFA's Training Center, and a date was set for their arrival. Ernie discussed it with Mr. Beauregard, who then asked how Ernie and Cora would repay the $50. The recruiter had already discussed this with Ernie and Cora and they had mutually agreed that Mr. Beauregard should be paid $5.00/week out of Ernie's and Cora's stipend. This arrangement was satisfactory to Mr. Beauregard. Mr. Beauregard also attempted to dissuade Ernie and Cora from their decision on the grounds that they would be worse off after training, since they would no longer be in familiar surroundings and would have to pay rent. Ernie and Cora had been sufficiently motivated by the recruiter, however, to be able to resist Mr. Beauregard's arguments.

On the appointed day, the MSFA Training Center truck arrived and Ernie's and Cora's household goods were loaded and transported to their assigned trailer at the center. The recruiter then drove the family to the Center in Rich Square, where they were greeted by the Service and Facility Chief's staff and the Chief Counselor's staff. A person from the Maintenance Department took Ernie and Cora to their new trailer-home and instructed them in how to use the appliances and utilities. At the Beauregard farm Ernie and Cora had utilized an ancient propane gas stove for cooking and a wood-burning stove for heat. They had had no indoor plumbing except a hand pump at the sink. Thus, Ernie and Cora were living in a home with modern conveniences for the first time in their lives.

The next day Ernie and Cora continued with their orientation into the MSFA Training Center. The Services and Facilities Chief assisted them in completing forms for insurance and food stamps. The MSFA staff also supplied them with $30 to cover their nutritional needs until their new food stamp card arrived in the mail. Ernie and Cora were then driven to a nearby supermarket so that they could purchase needed food and household items. In the meantime, their children were being examined by the physician who was on call to the dispensary. After his physical examination, Ernie's and Cora's school-age boy was enrolled in the local public school, and their pre-school child was taken to the Child

Care Center. Ernie and Cora spent their first hour with their counselor on this day. They were scheduled for testing and vocational visits for the next few days.

Ernie and Cora spent the next day taking the various tests prescribed by their counselor. Then they spent a few days observing the various vocational areas: Ernie visited the areas of auto mechanics, electronics, plumbing/wiring, and welding; and Cora visited the areas of electronic component assembly, general office technology, retail sales, day care aide and nurse's aide. At the end of these visitations, Ernie and Cora met separately with their counselor to discuss their career plans. At these meetings the counselor had the results of Ernie's and Cora's vocational interest and achievement tests. Ernie had decided to go into the welding area. Cora chose electronics assembly. The counselor saw no reason in their test results why they should not pursue these vocations, so the next task was to place Ernie and Cora at their proper levels of Basic Education. On the basis of their achievement test scores, the counselor thought that Ernie and Cora should both go into the GED program. Cora, however, would have to first take the vocationally-related mathematics course, since she was a bit weak in this area and had chosen electronics assembly as her field.

After settling down into their training patterns, Ernie and Cora were taken to the community organization development meeting by their counselor. Two or more counselors were always present at these meetings. Ernie and Cora had been exposed, as church members, to organizational meetings before, but never had had the formal process of such a meeting explained to them, as the counselors did at this meeting. The counselors also solicited opinions or remarks from Ernie, Cora and the others present regarding Training Center life, facilities, services, etc.

Ernie and Cora's counselor also signed them up for recreational activities. Ernie had played Junior High School basketball, hence was drafted for one of the intramural basketball teams. Cora participated in an arts and crafts class that met one evening per week.

Ernie and Cora went together to see their counselor every month. They were having some problems adjusting to their new life style. These problems centered around Cora's emergence as an active adult member of the family. Ernie and Cora had to schedule their activities at the Training Center so that one of them was always home in the evenings to care for the children and Cora, with the counselors assistance, had demanded and received equal rank in setting up their activities schedule. Before coming to the training center, Cora always assumed the responsibility for child care; even when she had been called out to do farm labor it was always she who arranged for a friend or relative to watch the children--or she took the children to the fields with her. Now Ernie had to share this responsibility and it upset him. However, it was evident in group counseling sessions that other families at the Training Center were having similar problems, which helped Ernie realize that their lives were going to be different as a result of the Training Center experience.

One day Cora received notice that she was in her last 45 days of training. Ernie had progressed to the pipe welding level in his welding training. Ernie, Cora and their counselor decided that they should prepare for job placement. Ernie and Cora had originally come from Bertie County, which offered few opportunities to people trained in their newly-acquired skills. A suggestion from the job placement specialist that they move into Norfolk, Virginia so Ernie could work in the shipyards was unappealing to both Ernie and Cora--Norfolk was too large a city. The job placement specialist next suggested the Rocky Mount, North Carolina area, which was attractive to Ernie and Cora, so they decided to seek placement in that area.

The job placement specialist arranged for Ernie to have an interview with a well-drilling rig manufacturer who needed welders. Cora was set up for an interview with an electronics component manufacturer. Their counselor prepared them for the interview by observing the clothing they planned to wear, by role-playing as the interviewer, and providing instruction regarding their manner and bearing during the interview.

The interviews were successful, so Ernie and Cora prepared to leave the Training Center for Rocky Mount. The District Placement Counselor contacted them regarding their housing needs. He was able to locate a house for Ernie and Cora which was near a public school, a commercial day care center, and was convenient to transportation for Ernie and Cora. On the appointed day, the MSFA Training Center truck pulled up to Ernie's and Cora's trailer, their household goods were loaded, and they and their belongings were driven to their new home in Rocky Mount. The District Placement Officer was their main contact with the Training Center after that. He made periodic visits to their home until Ernie and Cora were adjusted to their new life style in Rocky Mount.

2.5 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC.

2.5.1 The Program

The Mountain-Plains Program serves at any one time approximately 200 families in residence at its site on Glasgow Air Force Base. Families remain in residence at Glasgow Air Force Base for an average of eight to nine months. Programs and services provided by Mountain-Plains include:

- A Career Development Program for the head-of-household and optionally for the spouse, including Foundation Education in math skills and communication skills, Occupational Preparation, and Work Experience
- Career Guidance, required for both adults
- Family and individual counseling for head-of-household and spouse and, based on need, for older children
- A Family Core Curriculum designed to provide both head-of-household and spouse with home management, health, consumer education, parenting, community organization and recreation skills
- Limited basic medical, dental, and optical services through contracted services
- Financial support of the family while in the Program
- Child development and care for preschool-age youngsters
- Job placement assistance after exit from the Program
- Supportive follow-on services after placement

The Occupational Preparation Program stresses mastery of identified essential competencies for entry level positions in the career areas of Building Trades and Services; Mobility and Transportation; Tourism and Marketing; and Office Education. There are a total of approximately fifty individual careers within the clusters identified above for which occupational preparation is available.

In each of its required areas, the Mountain-Plains Program provides individualized diagnostic and prescriptive mechanisms for determining sequences of instruction for each student. Plans prepared for each student recognize already existing skill levels as noted by pretests. Student progress is then monitored on a continuing basis with formal review every six weeks or, based on need, at interim points. Completion of the Mountain-Plains Program is defined as validation in all required program areas by both adults, including the requirement for validation in an occupational skill for the head-of-household. Validation is based upon the achievement of competency or performance objectives as determined by post-tests.

The target population of the Mountain-Plains Program includes residents of the essentially rural areas within the six states which the Program serves. Families of two or more members with at least one adult are eligible. Selection of student families is accomplished through the application of a number of selection criteria. These criteria are fundamentally exclusive rather than inclusive. They reflect the requirement that the family be unemployed or underemployed with no present marketable skills, and that its members possess certain personal characteristics (among the most important being age, education and ability to work) which will enable them to negotiate, and benefit from, all aspects of the Program.

Mountain-Plains student families are recruited through six field offices, located in the capital cities of the six states the Program serves. Staff in these offices are charged with recruitment, placement and follow-on support, pre-Center data collection, and liaison with state and local agencies. In recruiting, staff draw upon a variety of sources for referrals such as state and private agencies, civic and church groups, Indian groups, and listings of families who have received economic or social rehabilitation services in the past. In addition, families may themselves apply for admission to the program through the state offices.

The recruitment and screening process yields a pool of families that have expressed a desire to enter the program and are defined as eligible for participation in the Mountain-Plains Program. As an important aspect of the research design for assessing program impacts, approximately one-sixth of the pool of families eligible for participation in the Program were assigned to a comparison group (until July 1974). Members of the comparison group did not enter the Program and their experiences provide the baseline against which the experiences of the families who enter the Program are being compared in the Abt Associates Inc. evaluation of the program.

Participant families arrive weekly at the Center on Glasgow Air Force Base and exit when they achieve validation in their program.[4] The Mountain-Plains Program is able to accomplish this weekly open entry/open exit approach through individualized curricula. Family and student participation, and eventual program completion, occurs in accord with individual plans for student families based on their present status, assessed needs, and goals. The curricula developed by Mountain-Plains are entirely individualized, allowing each student in an instructional area to be at a different point in his or her program.

Each head-of-household is expected to participate a minimum of 35 hours per week in the formal program. Spouses must participate at least 30 hours per week until such time as a minimum program required of both adults, the Family Core Curriculum, is completed. Both must also complete Counseling, requiring from eight to twenty-two weekly group and individual sessions. Study in one of the occupational preparation areas, plus supporting basic or foundation education, is required for the head-of-household and is optional for the spouse.

The first week on-Center at Glasgow Air Force Base is devoted to an orientation of the new student families. After orientation, all adult students enter the phase of the program entitled "Family Core Curriculum." The length of time each student spends in this phase of the program varies with the individual; the average period is about four weeks.

During this phase the student participates in Health Education, Home Management, Consumer Education, Parent Involvement and Career Guidance programs as well as initiating Counseling. Career Guidance helps both adults to become aware of and to explore the universe of career opportunities as well as their own aptitudes and interests before beginning a specific program. By the end of the Family Core Curriculum, an individual career development plan based upon measured needs and personal goals has been developed for each head-of-household and interested spouse. The individual then undertakes Occupational Preparation, and where required, Foundation Education as well as continuing Counseling. Foundation Education consists of Math Skills and Communication Skills, including reading, grammar, spelling and punctuation. The levels of Foundation Education required are determined by the career choice the student makes.

---

[4] Not all families who enter the program (participants) complete their program. This gives rise to two subgroups of participants -- "completers," who achieve certification and complete their programs, and "non-completers," who leave before they complete their program.

Placement procedures are initiated three months prior to the predicted completion date of a student family. At this time a notification is forwarded to the state(s) indicated by the student as choice of residence. State staff rely upon student information, employer contacts, state employment agencies, and knowledge of state conditions to identify the areas of job likelihood for a particular head-of-household and spouse, should the spouse also desire employment.

Contact between State and Center continues through the last three months a family is in the Program. At the time of program completion, and if openings in the requested geographic area have been identified, the completing student(s) may travel from Glasgow Air Force Base to the area for interviews. Resumes, recommendations, and final transcripts are made available to potential employers at this time. If suitable employment should be temporarily unavailable, the family moves to the city or geographic area of their choice, where placement efforts continue.

Mountain-Plains has the responsibility for support and follow-on services intended to resolve problems that may arise in the adjustment of the student family to its new community and new employment situation. Families are contacted at three weeks, three months, and six months after exit and then at six-month intervals for up to two years after exit. Families can also seek supportive follow-up assistance on an "as-needed" basis at any time.

2.5.2 The Participants

The typical Mountain-Plains participant-family is White. The husband, Bill, is 25 years of age and the wife, Nancy, is 23. They have two children ages 7 and 3. Bill had completed 13 years of formal education and Nancy had finished 11. An unplanned pregnancy and subsequent family responsibility had forced Nancy from school and Bill into work.

Bill and Nancy discovered Mountain-Plains as a result of a visit to the North Dakota State Employment Service. Bill had been unemployed for four months and had worked only sporadically before that as a farm hand, a general laborer for the railroad, and an assembler at a farm implement assembly plant. He felt the need to resume his education but had limited resources. The Employment Service suggested he contact the Mountain-Plains State Office in North Dakota, which he did. The Mountain-Plains Field Operations Specialist visited them a few days later for their initial personal interview. By that time Bill and Nancy had decided to apply to enter the program, so the Field Operations Specialist assisted them in filling out the necessary set of forms. This set of forms includes the following:

(1) Application for Program Admittance
(2) Education
(3) Employment History
(4) Financial Data
(5) Applicant's Financial Status Report
(6) Sociological Information

In order to complete (2) above Bill had to write his and Nancy's high schools and request that they forward their achievement test scores to the State Office. Bill, Nancy and their children also had to have physical examinations in order to complete the Medical History Form and the Adult/Pediatric Physical Examination-Entrance Form. This latter item was a strain on Bill's and Nancy's resources, since they had to pay for it themselves.

About seven weeks after their contact with the Field Operations Specialist, Bill and Nancy received word that they had been admitted to the program. Bill was instructed to rent a truck or trailer from a rental agency to transport their household goods to Mountain-Plains.

Bill and Nancy arrived at Glasgow Air Force Base early on the Wednesday they were told to report by the Field Operations Specialist. They had spent the previous night in Glasgow and driven the twenty miles to the base that morning. They checked in at Base security, and in ten minutes the Community Worker assigned to them had arrived. After the customary greeting, the Community Worker accompanied Bill and Nancy to their new home, presented them with the keys, showed them how to operate the utilities and appliances, and helped them unload their rental trailer. The Community Worker also presented Bill and Nancy with their food allotment check and a map of the base so they could locate the base food store.

Nancy then took their children to the public school and nursery unit, respectively, for enrollment, while Bill drove back to Glasgow to check in the rented trailer. That afternoon they toured the base with several other families and registered their car with Base Security.

The next two days, Thursday and Friday, were devoted to the remaining activities of Orientation I, the highlight being the pay line late Friday afternoon. The following week was also devoted to Orientation and involved Bill and Nancy undergoing considerable testing.

After Orientation, Bill and Nancy began the Family Core Curriculum course. It was here that they first became exposed to the jargon of the Mountain-Plains curriculum, e.g., "LAP" (Learning Activity Packages), "GAP" (Group Activity Package), "LEG" (Learning Experience Guide), etc., and how these items are pieced together to allow a student to sequentially master each required area. It was during the Career Guidance portion of Family Core Curriculum that Bill decided to enter the Marketing and Tourism component in the Marketing and Distribution area, and Nancy chose to enter the Office Education Component, in the area of Bookkeeper.

Bill was able to "validate" through testing the foundation education courses related to his chosen occupational area. Hence, he proceeded directly into the Occupational Preparation phase after the Family Core Curriculum phase. However, Nancy was below the threshold of mathematics achievement level necessary for the bookkeeper training course. Hence she had to complete the Mathematics Skills Component in order to eliminate this deficiency.

After settling down into the routines of studying their selected occupational skills areas, Bill and Nancy became active in the Community Development and Recreation Component of the Mountain-Plains Program. Bill was elected first as the North Dakota State Representative to the MOWINDS council and then to one of the four executive officer positions. Nancy, who had once been interested in gymnastics, organized a jazz exercise class for men and women at the Family Center.

About a month before they were scheduled to complete their occupational preparation and about 6 months after they had entered Mountain-Plains, Bill and Nancy were contacted by the Student Placement Office with the information that Bill had an appointment for an interview with the J.C. Penney store in Minot, North Dakota. (Bill and Nancy earlier had indicated that they were interested in living in the Minot area.) The Placement Office suggested that Nancy accompany Bill to Minot and apply for a job at the local Air Force Base which was advertising for clerical help in its contracts office. So Bill and Nancy arranged for another family to care for their children for a few days and flew to Minot for Bill's interview.

Upon their arrival at the Minot Airport, one of the North Dakota State Field Operations Specialists met Bill and Nancy and gave them the necessary background data on their respective job opportunities. Bill's interview was successful and Nancy's application was taken for review. They returned to Mountain-Plains and began to prepare for moving to Minot and their new jobs.

After their exit from Mountain-Plains and subsequent move to Minot in a rental truck, the first task for Bill and Nancy was to locate suitable housing. The Field Operations Specialist had identified several appropriate houses, and took Bill and Nancy around to each one. After selecting their new home, Bill, Nancy and the Field Operations Specialist unloaded the rented truck and Bill checked it in. The Field Operations Specialist assisted Nancy in enrolling the school-age child in school. He had also located day care facilities for the other child in the event that Nancy was successful in obtaining employment at the Base. Bill began his job with J.C. Penney.

Over the next few months the Field Operations Specialist maintained contact with Bill and Nancy. In particular, since Nancy had not been hired by the Base, the Field Operations Specialist continued to search for a job for her and on one occasion accompanied her to the State Employment Office for registration.

CHAPTER THREE
CONCEPTUAL FRAMEWORK AND STUDY DESIGN

3.1 INTRODUCTION

The goal of this study is to provide a comprehensive and detailed description and comparison of family-centered residential rehabilitation/job training programs in the United States. Since this study is one part of a larger evaluation of the Mountain-Plains program, we identified four other programs in the nation which are similar to Mountain-Plains using the following criteria:

(1) Target Population -- rural poor families;

(2) Mission -- to improve the employability, life satisfaction, and productive output of disadvantaged families;

(3) Location -- in rural surroundings; and

(4) Residential Training -- housing for participant families must be at the training site.

The four organizations in the United States which operate family-centered residential training programs that display characteristics similar to those of the Mountain-Plains Program were described in Chapter Two. These programs, along with Mountain-Plains, are also listed here for ease of reference:

- Arizona Job Colleges, Inc. (AJC), Casa Grande, Arizona, which describes itself as a "comprehensive family rehabilitation program"
- Madera Employment Training Center (METC), Madera, California, serves only native Americans and has, as does Mountain-Plains, an ex-Air Force base as its facility
- Manpower, Employment, and Training, Inc. (MET), Cleveland, Texas, operates a "relocation" program for migrant farmworkers which includes a residential family experience as part of a phased move from the "base area" (South Texas) to the "placement area" (the Houston area)
- Migrant and Seasonal Farmworkers Association, Inc. (MSFA), one of the early residential family programs, has operated continuously in Rich Square, North Carolina since 1968
- Mountain-Plains Education & Economic Development Program, Inc. (MP), which is the largest of the five programs, serving a six-state area and capable of handling up to 200 families at any given time on its residential Center on Glasgow A.F.B., Montana.

The basic entry criteria for AJC, MET and MSFA are similar, since each of the programs has received funds from the U.S. Department of Labor, Employment and Training Administration, Office of National Program, Migrant Programs, Migrant Division. These criteria include:

(1) At least 50% of all income earned in the twelve months prior to program entry must be from farm-related work.

(2) The entering group must be a whole family, with the mother and father legally married.

(3) The family must be in poverty status according to the prevailing poverty guidelines which apply at the time of entry.

Since METC is funded by the Bureau of Indian Affairs, all of that program's participants come from Indian reservations, which are rural in nature. A candidate for the METC program who does not reside on a reservation still must be sponsored by his home reservation and its governing body. Although formal poverty status is not an entry criterion for METC, each participant who is admitted to METC is "disadvantaged" in the judgement of the Employment Assistance Specialist at the Sacramento Area Office of the Bureau of Indian Affairs.

All of the programs listed above serve disadvantaged rural families, as does Mountain-Plains. The entry criteria for AJC, MET and MSFA further assure that participants in these programs are rural poor families. All of the programs offer some or all of the services and program components included in the Mountain-Plains Program. In the next section we present the dimensions of the five programs in this study -- AJC, METC, MET, MSFA and MP -- used to describe and compare the programs.

3.2 CONCEPTUAL FRAMEWORK

In the remainder of this report we describe and compare the five programs in terms of five broad categories of organizational characteristics:

(1) Historical and Geographical Aspects

(2) Organizational Structure

(3) Service Areas and Program Processes

(4) Resource allocations, and

(5) Service Units and Their Associated Costs.

There is one extremely important category of information about the five programs that is obviously missing from the above list -- the benefits that accrue to families as a result of having participated in one of the programs. It is an unfortunate state of affairs that the data available on participants in the five programs, with the exception of Mountain-Plains, are inadequate and/or insufficient to allow a reasonable, valid statement regarding the effects of these programs on the work skills or the familial, personal or social well-being of their participants. This situation also makes it impossible to conduct a comparative cost/benefit analysis of the programs.

We describe below the content of the five categories of information that constitute our organizing framework for the study.

3.2.1 Historical and Geographical Aspects

Program History. The history of each program is a narrative account of the sequence of events leading to the present state of affairs within that program. These histories may be useful to policy-makers and program designers considering establishment of a family-based residential program. The planning and startup phases of programs attempting to replicate the residential family concept may benefit from the experience of similar programs by avoiding those events which led to deleterious outcomes. The program histories also provide a contextual framework from which to view the comparative data presented later in this report. The group of components which comprise the histories of the programs generally include:

- the need for the program
- program startup data
- evolution of funding
- build-up rates
- changes in the operating organization, and
- other relevant historical data not covered above

Historical data on programs vary in the extent of retrievable detail, depending on whether or not there has been a change in the contractor operating the program: some historical data have been lost in contractor changeovers.

Program Geography. This category of information describes the geographic location of the program's physical facilities, the geographic boundaries and socio-economic conditions of the recruitment and placement areas, and the distribution of participants within these areas. This information is important because the territorial aspects of a program's geography affect program operations such as transportation, participant supply, recruitment of staff, etc.

The description of program geography includes:

(1) maps displaying the recruitment area, placement area, and all program sites;

(2) information on the places of residence of a sample of program participants both prior to program entry and following program completion; and

(3) statistics on socio-economic conditions within the recruitment and placement areas.

Item (2) above provides some indication of the mobility of families as a result of their participation in the program as well as where the recruitment and job placement components of the program are active.

Characteristics of the Target Population and Program Participants. The age, ethnic background, family size, education, etc. of both the target population and the program participants comprise this information category. For each program, comparisons between the characteristics of the target population and the characteristics of the participants provide an indication of the degree to which the program actually is recruiting from its stated target population. Comparisons among the characteristics of the five programs' participants and target populations highlight the similarities and differences of the groups these programs serve.

Data on the programs' target populations were extracted from 1970 Census documents, and include:

- distribution of ethnic background
- average annual income
- average family size
- percentage of female-headed households
- percentage of total population
- counts of target population families, and
- percentage receiving public assistance income

Data on program participants included in this information category are:

- distribution of ethnic background
- pre-program annual gross family income
- family size
- age
- years of school completed
- intelligence and achievement test scores when available
- debt at entry, and
- automobile ownership

3.2.2 Organizational Structures of the Programs

Each of the five programs is operated by a corporation. This information category describes how these corporations have organized themselves for operating a residential family program. In some cases, the program is only one of a number of corporate components. In other cases, the program is the only activity of the corporation.

In addition to showing how the program fits into the overall activities of the corporation, this category of information indicates how the program itself is organized. The different approaches to managing the various program components (i.e., how the components are allocated to departments) are highlighted. These organizational traits are valuable for cross-program comparison purposes, since there is such a wide variety of approaches in the programs surveyed. The descriptions of the organizational structure of the various programs provide policy-makers with a number of alternative approaches to organizing for family-residential program operations. This is particularly relevant in considering alternative approaches for replicating Mountain-Plains, since some of these approaches call for the replicated programs to be part of a large economic development corporation.

The information used to describe each program's organizational characteristics include:

- organization charts of the corporation and program
- linkages with other organizations, and
- program components and description of what they mean

3.2.3 Service Areas and Program Processes

Operational aspects of programs included in this study are described in terms of six service areas. These service areas are further subdivided into twenty-one program processes. The term "process" as used here refers to the activities performed by the various entities within a program's organizational structure. For example, "career guidance" is normally one of the processes associated with the organizational component referred to as the "Counseling Department." Descriptions of processes carried out by each component in the organizational structure provide operational definitions of what each program means by the designation of that component. These definitions are necessary in making meaningful cross-program comparisons. For example, the process of "child development" at one program may be very different from the process with the same name at another program.

This particular information category also provides the means for describing the allocations of processes to components in the organizational structure of the program.

The service areas and associated processes which will be described include the following:

SERVICE AREAS/PROCESSES

1. INTAKE
    a) recruitment
    b) screening (e.g., entrance tests, medical checkup, etc.)
2. STUDENT SUPPORT
    a) orientation
    b) housing
    c) transportation
    d) medical care
    e) subsistence stipends
    f) participant-family organizations
    g) recreational or avocational activities
3. EDUCATION, NOT JOB SPECIFIC
    a) child care development
    b) basic or foundation education
    c) life skills training
    d) home skills training
4. JOB TRAINING
    a) vocational evaluation
    b) vocational training (or "occupational preparation")
    c) counseling -- personal, family, etc.
    d) career guidance
5. PROGRAM EXIT
    a) job development
    b) job placement
    c) follow-up counseling
6. PROGRAM ADMINISTRATION

3.2.4 Resource Allocation

The resources utilized by the programs are money and people. The amount of resources consumed and how they are allocated by each program are basic items for a descriptive and comparative study. These data are necessary to determine vital program statistics such as participant/staff ratios, average cost per participant, etc. The distribution of money and staff resources over various program components also provides an indication of the relative worth implicitly assigned to each component by the programs' managers and funding sources. We will show how each program has allocated its resources across each of the six major service areas and their constituent processes in terms of

(1) Total resources expended,
(2) Number of staff,
(3) Staff salaries, and
(4) Non-staff expenditures.

3.2.5 Service Units and Their Associated Costs

The items included in this information category are quantitative measures of the programs' operating characteristics. The term "service unit" refers to the human entity which is served by the program. Three different service units are considered: families, adult trainees, and total persons (the latter service unit includes the children of participant families). The statistics which make up this information category are:

(1) average annual program operating costs
(2) average time in training
(3) completion rate
(4) average number of service units in residence per month
(5) average throughputs of service units, and
(6) average cost per service unit.

In the next section we discuss how we collected the data necessary for describing each program in terms of the six service areas and their 21 constituent processes presented above.

3.3 DATA COLLECTION PROCEDURES

To gather the broad and varied sets of information needed to describe and compare AJC, MET, METC, MSFA and MP in terms of our organizing paradigm required four different types of data collection activities:

(1) Site visits to the programs;

(2) Transcriptions of selected information from the programs' records for a sample of participants;

(3) Inspection of grant applications and other program documents; and

(4) Interviews with personnel in the programs' funding agencies.

Appendix A contains a discussion of these activities, as well as copies of the data collection instruments used to guide the site visits.

CHAPTER FOUR

HISTORIES AND GEOGRAPHICAL ASPECTS OF PROGRAMS

In this chapter we review the histories of the program included in this study and describe the geographical contexts within which the programs operate or have operated. The following information items will be covered for each program:

(1) sizes and characteristics of the target population
(2) characteristics of program participants
(3) geographic information
(4) program startup
(5) evolution of funding
(6) build-up rates
(7) changes in the operating organization, and
(8) other historical data.

The sizes, characteristics and geographic distributions of the target populations of the family-residential programs included in this study are estimated for 1970 census data. Target population size estimates based on census data are criticized by program personnel as being biased on the low side on the basis that census takers are not able to contact members of poor population in proportion to this population's total size. Other factors that contribute to bias on the low side for the census-based target population size estimates are (1) the age of the census data: the sizes of populations in all economic strata have increased; and (2) the present-day weak economy tends to cause a higher-than-average number of families to be below the poverty threshold.

The transcription of program participant records, described earlier in Chapter Three provided pre-program characteristics (such as age, income, family size, etc. as of the time of entry into the program) for some of the families who had been trained at each of the programs included in this study except the Mountain-Plains program. Data on Mountain-Plains participants were extracted from documents prepared by the program describing pre-Program characteristics of these participants.

The items included in the sections describing the characteristics of family-residential program participants are:

- ethnic background
- annualized gross income for the year prior to program entry
- age
- family size
- place of residence prior to entering the program and after leaving the program
- years of school completed
- achievement or intelligence test scores where available, and
- debt at program entry.

Historical information on programs included in this study were acquired from one or more of the following sources:

- especially prepared written program histories, either as a stand-alone document or a section of a proposal or grant application
- regular progress reports to funding agencies
- past program surveys or evaluations, and
- interviews with program or funding agency staff persons who have been associated with the program over a long period of time.

The remainder of this chapter presents the information items described in this and in the previous section for each of the programs included in this study. The chapter will conclude with a section in which cross-program comparisons are made of appropriate factors within the historical-geographical-demographical domain.

4.1 ARIZONA JOB COLLEGES, INC.

Extensive documentation was prepared by one of the founders of this program describing the events leading up to the establishment of AJC and its selection of Casa Grande, Arizona as a location. The resulting report (Frank, 1970) is of sufficient detail to provide more than enough information on AJC's early history for the purposes of this study. Much of this information is corroborated in the report's appendices through inclusion of copies of news articles on the events described in the report. The report covers the period in AJC's history prior to June 1970.

Beginning in July 1970, a three-year evaluation of Arizona Job Colleges was commenced. Monthly progress reports and yearly interim reports (Glasso et al., 1971) were submitted under this project. At the same time AJC began submitting quarterly progress reports to the Office of Economic Opportunity, which were required under the terms of AJC's grant from that agency. Hence, the events in AJC's history from July 1970 to June 1973 are also well-documented. The administration of AJC's grant was moved in July 1973 to the Department of Labor, which sponsored an additional limited-scope evaluation of AJC (Baker, 1976). In addition, historical material on AJC is included in the Mountain-Plains report by Flores (1973) cited earlier. All in all, the data sources on AJC's history are of unusually high quantity and quality when compared with those for other programs.

4.1.1 Characteristics of the Target Population

Arizona Job Colleges, Inc. originally directed its Pinal County Project to the rural poor families of Pinal County, Arizona. Pinal County's economy is agriculture-based, hence most of the poor in the county are seasonal farm workers. Seasonal farm work characteristically offers low pay, sporadic employment, and decreasing opportunities due to increasing automation. For example, in the early 1950's around 22,000 seasonal farmworkers were employed on the farms of Pinal County. At the present time only about 2,000 seasonal farmworkers are employed on Pinal County farms.

One of AJC's first activities as a corporate entity was related to confirming the need for the program. In 1968 a survey was conducted of 805 Pinal County citizens who lived in what were perceived by the survey designers to be low income areas. These areas included farm labor camps and poor areas of Pinal County towns. Survey workers were provided by the Pinal County Community Action Agency's "Grass Roots" organization which described itself as a local VISTA. The results of the sample as reported by AJC (Arizona Job Colleges, undated proposal) included the following highlights:

- Over 20% of the households were headed by a female;
- The median annual salary was less than $3,000 and 25% of the sample had annual salaries of less than $1,000;
- The ethnic composition of the sample was 18% Anglo, 22% Black, 4% Indian, and 56% Chicano;
- Over 10% of the sample had seven or more children and over 40% of the sample had four or more children;
- Almost 25% of the sample had four years or less of schooling;
- Over 90% of the sample were U.S. citizens and 85% of the sample had lived in Pinal County five or more years;
- Over 90% of the sample indicated interest in participating in a residential training program even though they would be required to relocate; and
- Over 25% of the sample were not working at the time they were interviewed.

The manner in which these survey results were reported no doubt was designed so as to underscore the dramatic aspects, since the report containing these data was prepared as a general proposal for submission to potential funding sources.

A later analysis of the data from AJC's 1968 survey (Glasso et al., 1971) revealed that 44% of the respondents in the sample were actually eligible for AJC as it was eventually implemented. These individuals were the ones from "whole" families (i.e., male-headed with a wife present in the home) below the poverty line. Also, despite the fact that the 1968 survey data featured the statistics on female heads-of-household, AJC's original design excluded families with female heads.

AJC claimed that their 1968 survey covered 20% of the Pinal County poor. Thus, it could be inferred that in 1968 there were 1,765 families in Pinal County who were eligible for AJC. The 1970 census counted 1,464 families with civilian male heads under 65 in Pinal County.

In 1973 AJC extended the geographic area from which it recruited participants to the entire state of Arizona. The 1970 Census indicated there were 12,997 families below the poverty line with civilian male heads under 65 who lived in rural areas and non-rural areas outside SMSAs in Arizona. The mean annual income for these families is $1,976. The fraction of these families who derive more than 50% of their income from farm labor (one of the admission requirements for AJC in its later years) is difficult to determine, primarily because of the difficulty in defining farm labor. The Census lists 13,313 Arizona workers who live in rural areas or small towns and who are employed in "argiculture, forestry, and fisheries." Some low wage-earners work in agriculture-related industries, e.g., cotton gins, canneries, feed lots, etc. A few of these jobs might be included in the farm labor category for purposes of defining eligibility for AJC.

Table 4.1 has been prepared in order to present some of the characteristics of poverty families in AJC's catchment areas. The first column presents the information for the entire state of Arizona, which was the actual catchment area for AJC after 1973. The second column contains data on Pinal County, AJC's first operational target area. The third column displays the same data for the Rural portion of the Phoenix SMSA, which was the area in which AJC recruiters were most active after the program began serving the entire state. The number of "Civilian Male Heads Under 65" in Table 4.1 provides the best estimate of the actual size of AJC's target population in 1970: 12,997 families. The sum of the civilian male heads in Pinal County and the rural parts of the Phoenix SMSA provides the best estimates of the population from which AJC actually recruited its participant-families. All three of the last row entries are no doubt biased on the high side as estimates of the actual size of AJC's target populations, since the upper age cutoff is 65 and AJC characteristically recruited very young families for participation in its program.

In August 1974 the Arizona State Department of Economic Security provided AJC with estimates of the numbers of migrant and seasonal farmworkers in a six-county area composed of Maricopa, Pima, Pinal, Gila Cochise, and Yuma Counties. This state agency estimated the total number of migrant and seasonal farmworkers in these counties to be 21,400. This figure is not discounted for poverty status, age limitations, or double counts in families with more than one person in farm work. It is, however, the figure that AJC used in its subsequent grant applications.

Table 4.1

Characteristics of the Poverty Population in Catchment Areas of Arizona Job Colleges, Inc. in 1970

Characteristic	Arizona-All Rural Plus Non-Rural Non-SMSA	Pinal County	Phoenix SMSA Rural Area
1. Estimated Number of Families Below the Poverty Level	22,801	2,660	2,140
(a) Ethnic Composition			
Black	3.2%	10.2%	2.1%
Chicano	24.8%	39.5%	25.9%
Native American	35.4%	50.2%	71.9%
White	36.6%		
(b) Percent receiving Public Assistance Income	22.5%	25.5%	13.6%
(c) Average Annual Family Income in 1969 Dollars	$1,976	$2,181	$1,929
(d) Average Family Size	4.67	4.75	4.21
(e) Families with Female Heads	5,432	711	305
(f) Estimated Number of Families in the Target Population (Civilian Male Heads Under 65)	12,997	1,464	1,248
2. Percent of Total Families Accounted for by Families Below the Poverty Level	16.9%	17.4%	12.9%

Source: U.S. Bureau of the Census Population, 1970, General Social and Economic Characteristics Final Report PC(1)-C4, Arizona

4.1.2 Characteristics of Program Participants

AJC supplied data on characteristics exhibited prior to program entry for 100 families. The times at which individual families in this group entered the program range from July 1972 to August 1974. Placement information was collected for only the 67 families who entered prior to December 31, 1973.

Characteristics of AJC families for whom data were collected are contained in Table 4.2. Minimum and maximum values, as well as means, are presented for each information item where these quantities are relevant. Non-responses were not included in the calculation of the means, hence the varying sizes of N. In particular, when intelligence or achievement tests were not given at AJC, it was because the individual did not possess the cognitive skills to complete such a test.

There are very few comparable data between Tables 4.1 and 4.2 (the former contains characteristics of the poor population of Arizona and selected portions of the state). The items which can be compared are:

	from Table 4.1 (Arizona)	from Table 4.2 AJC Participants
average annual income	$1,976 (1969)	$3,515 (1972-74)
average family size	4.67	4.51
ethnic distribution (%)		
Black	3.2	5.0
Chicano	24.8	55.0
Native American	35.4	12.0
White	36.6	27.0

It appears from the data presented above that AJC was recruiting families whose pre-program salaries were above the average for the population of poverty families, although the rate of inflation between the years associated with each number obscures this conjecture. Between 1969 and 1974 the poverty thresholds increased about $690 for farm families. However, the difference between the average annual incomes indicated above for AJC 1972-74 recruits and the 1969 Arizona poor population is $1,539, which indicates that AJC was recruiting families that were in the upper

Table 4.2

Characteristics of Participants of
Arizona Job Colleges, Inc.

Characteristic	Min.	Max.	Mean	N
1) Age:				
a) men	17	52	25.4	99
b) women	16	46	23.8	99
2) Years of school completed:				
a) men	0	14	8.4	100
b) women	0	13	9.0	100
3) Intelligence test scores for those who were tested:				
a) men	72	131	91.43	81
b) women	57	107	88.31	58
4) Mathematics grade level achievement for those who were tested:				
a) men	2.9	12.0	6.6	56
b) women	3.4	12.9	8.2	39
5) Reading grade level achievement for those who were tested:				
a) men	2.1	12.9	7.4	83
b) women	1.6	12.9	8.0	60
6) Ethnic background				99
a) Black	-	-	5.0%	5
b) Chicano	-	-	55.6%	55
c) Native American	-	-	12.1%	12
d) White	-	-	27.3%	27
7) Family size	2	9	4.51	97
8) Pre-program annual gross family income of those in the labor force	$ 676	$7,800	$3,515	95
9) Debt at entry, for those families reporting an amount	$ 6	$4,934	$ 734	57
10) Percent owning a car at entry	-	-	62.7%	67

strata of the poor population. Looked at in another way, the average AJC pre-training family income is 84% of the 1974 poverty threshold of $4,185 associated with the average size of the AJC family.

4.1.3 Geographic Information

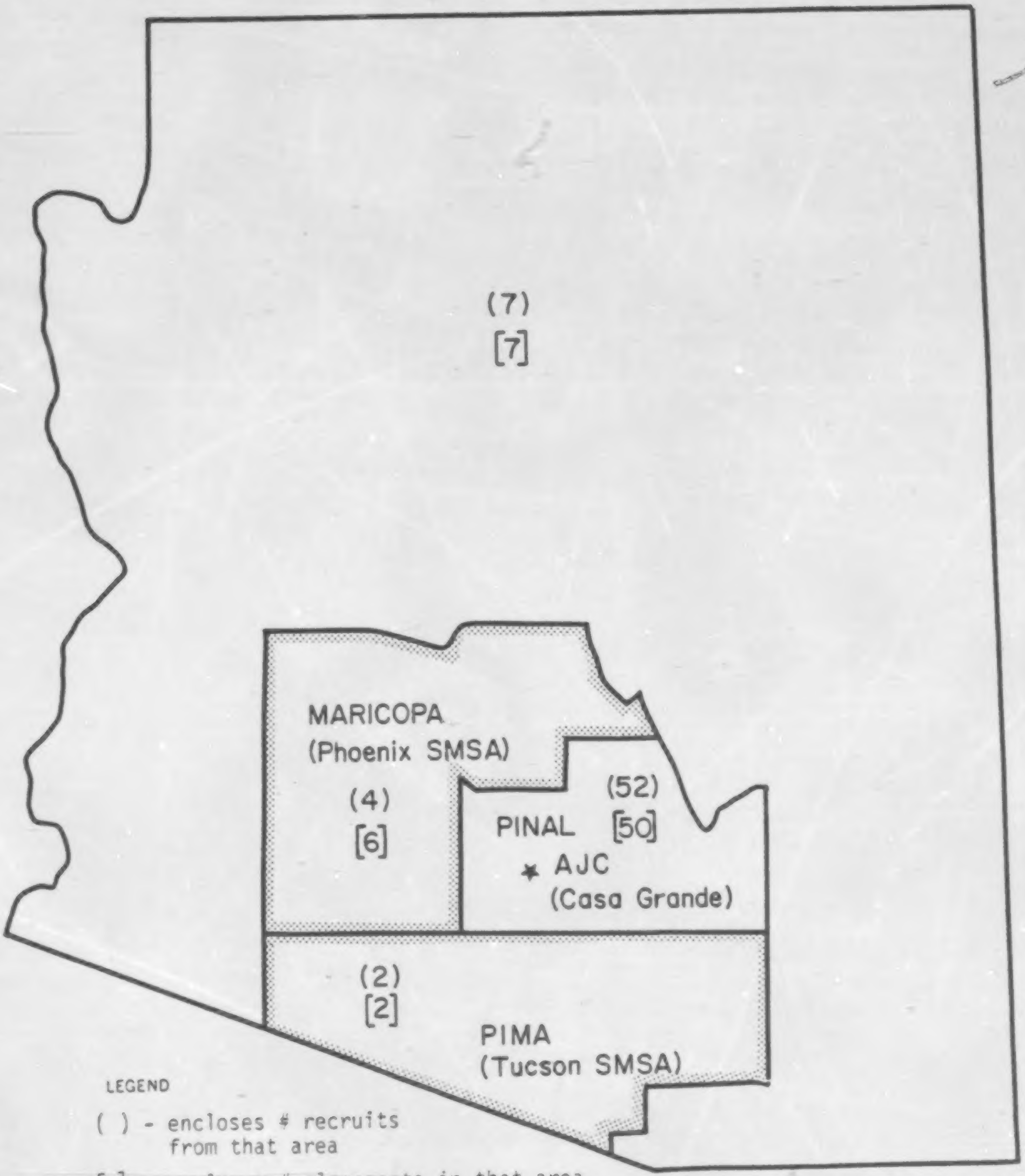
Figure 4.1 is a map of Arizona showing the locations of Casa Grande, the site of AJC, and Pinal County. As can be seen in Figure 4.1, Casa Grande is strategically located between Arizona's two SMSA's. This fact was noted in AJC's early planning phases when the program founders were searching for a site. As it turned out, Casa Grande did prove to be an excellent location for AJC. It is easily accessible to a major airport (Phoenix's) and two major universities (Arizona State University and the University of Arizona), and at the same time is close to the areas from which the target population is drawn; Pinal County is mostly agricultural.

Figure 4.1 also shows the numbers of recruits and placements for 65 families who entered AJC prior to the end of 1973 and for whom data were collected. It is apparent from Figure 4.1 that most of the job placements for AJC families who entered in 1972-73 were made in Pinal County.

The founders of AJC thought that most of the program's job placements would be in the Phoenix and Tucson areas. As it turned out, however, Casa Grande itself became the major consumer of AJC trainees. The city attracted a number of small manufacturers and experienced an economic boomlet during the years in which AJC was operating. In addition, the copper and mining companies operating in Pinal County were rapidly expanding during these years and hence were hiring AJC graduates steadily. Hence, most of AJC's job development and placement activities took place within Pinal County.

4.1.4 Program Startup

The idea of establishing a residential training program for whole families in South-Central Arizona was originally conceived in 1966


(7)
[7]
MARICOPA
(Phoenix SMSA)
(4)
[6]
(52)
PINAL [50]
AJC
(Casa Grande)
(2)
[2]
PIMA
(Tucson SMSA)

LEGEND

( ) - encloses # recruits
from that area

[ ] - encloses # placements in that area

Figure 4.1
Map of Arizona Showing the AJC Areas of Operation

by the staff of the Phoenix Migrant Opportunity Program. Discussions between these staff members and other individuals concerned with the plight of the rural poor led to the formation of a cadre with the purpose of obtaining funding for such a program. Members of this group contacted the Office of Economic Opportunity, the Arizona Council of Churches, the Ford Foundation and representatives of several state and county agencies. These potential funding sources were sufficiently encouraging to lead to the organization of Arizona Job Colleges.

Two sites were originally considered as candidate locations for AJC's family-residential training program: Guadalupe, Arizona, and "Eleven Mile Corner" in western Pinal County. The latter was the unincorporated location of a camp for migrant farm laborers dating back to the 1920's. Both of these sites were ultimately rejected, primarily because of difficulties at both sites in obtaining an appropriate housing component for the program. In addition, there were local political problems in Guadalupe which, it was feared, would interfere with operations of the program.

As was indicated earlier, Casa Grande was ultimately chosen as the site of AJC's family-residential program. This small city (1970 population: 10,536) was able, with AJC's help, to qualify for grants from the Department of Housing and Urban Development for constructing both a neighborhood facility and a Turnkey leased housing development, both of which eventually became AJC facilities. (AJC personnel prepared both of these grant applications: the neighborhood facility grant application was prepared for the City of Casa Grande and the Turnkey Housing grant application was prepared for the Pinal County Housing authority.)

The selection of Casa Grande as the site for the AJC Pinal County Project was viewed with alarm by some of the citizens of that community. A lawsuit to prevent construction of the neighborhood facility was filed, and the ensuing court action, ultimately settled in favor of AJC, resulted in polarizing the community with respect to attitudes towards the program. This polarization eventually subsided and many Casa Grande citizens came to realize that the program was an important resource to their community. In addition to providing jobs for people in Casa Grande, AJC was an excellent source of trained personnel for the local labor market.

4.1.5 Evolution of Program Funding

Very early in AJC's history, the decision was made by the program's management to seek financial support from a number of different sources. This policy was referred to as "multiple funding," as opposed to funding from a single source such as other family-residential programs have received (e.g., the Mountain-Plains/NIE relationship). The theory was that with the multiple funding approach, AJC would not be affected by the rising and falling fortunes of a primary funding source; rather, the program could divert their requests for funds from those sources which had fallen into the U.S. Congress' disfavor to new ones which were "comers" in the Washington bureaucratic scene. The results of the multiple funding policy are shown in Table 4.3, which shows 19 major grants or contracts from 12 different funding sources. Many of the grants had several phases or renewals.

The proliferation of funding sources exhibited in Table 4.3 illustrates the success of the multiple funding policy in raising money from a variety of these sources. What, then, went wrong? AJC had to close its doors in March 1976 for lack of funding.

For one thing, Table 4.3 does not show the severe grantmanship burdens which the multiple funding policy imposed on the AJC management and staff because of the high level of staff activity required to support the numerous grant application efforts. For every success that shows up in Table 4.3 as a grant or contract award, there were several unsuccessful requests for funds, which meant that the program had to prepare a very large number of grant proposals in order to remain in business. The founders and initial managers of the program were fairly competent grantspersons, but after they drifted away from AJC the ratio of successful to unsuccessful grant applications declined.

Also, because of the diversity of accounting procedures required by the various funding agencies, both actual and potential, it was necessary for AJC to maintain a larger accounting department than would have been necessary with a single grantor.

The multiple funding policy also caused, very early in AJC's history, an interesting (in retrospect) financial problem which is unique among the programs included in this study. In 1968 and 1969, the Ford

Table 4.3

SUMMARY OF MAJOR GRANTS AND CONTRACTS
ARIZONA JOB COLLEGES, INCORPORATED

DATE	GRANTOR	PURPOSE	AMOUNT
May 1968	Ford Foundation	Planning	$38,000
July 1968	Arizona Department of Vocational Rehabilitation (DVR)	Program Planning and Start-Up	$33,000 + $59,000 over the following 1-1/2 years
June 1969	Rehabilitative Services Administration	Initial Staffing	Phase I: $96,859 Phase II: $76,791 Phase III: $98,670 Phase IV: $68,842
June 1969	Rehabilitative Services Administration	Construction	$75,000
September 1969	Ford Foundation	Matching Funds for Federal Grants	FY '71-'73: $887,834 FY '74: $300,000 FY '75: $ 70,000
November 1969	Department of Housing And Urban Development	Construction of Neighborhood Facility	$403,958 plus Approx. $30,00 in supplemental funds
March 1970	Office of Economic Opportunity	General Operating Expenses	$485,712
July 1, 1970	Arizona Department of Vocational Rehabilitation (DVR)	Client Services	Approximately $570,000 in service fees over the first 3-1/2 years
Fiscal Year 1971	ACTION	VISTA Personnel	From 16 to 20 man-years of Professional Staff Positions in each year of a four-year period
August 1971	Office of Economic Opportunity	General Operating Expenses	$992,470
July 1971	Arizona State Department of Health	Comprehensive Health Services	$154,035
June 30, 1972	Rehabilitative Services Administration	Facilities Improvement Grant	First Year: $30,000 Second Year: $30,000 Third Year: $30,000
July 1, 1972	Health Services and Mental Health Administration, Migrant Health Division	Comprehensive Health Services	FY 1973: $285,446 FY 1974: $304,000 FY 1975: $296,000 FY 1976: $288,000
January 1, 1973	Arizona Department of Economic Security	Services to Arizona Welfare Recipients	$122,000 over a one-year period
March 1, 1973	Office of Economic Opportunity Migrant Branch (moved to U.S. Department of Labor)	Economic Upgrading of Migrant and Seasonal Farmworkers	Mar-June '73: $290,000 Jul '73 Feb '74: $460,000 Mar-Dec '74: $544,243
July 1, 1973	Office of Economic Opportunity Migrant Branch (moved to U.S. Department of Labor)	Family Planning and Child Care Services	FY 1974: $59,509 FY 1975: $50,000 FY 1976: $50,000
April 18, 1975	Arizona Governor's 4% Discretionary Fund - Comprehensive Employment & Training Act of 1973	Comprehensive Manpower Services	$75,000
April 18, 1975	Community Services Administration	Matching Funds for above Grant	$75,000
July 1, 1975	Arizona Department of Economic Security	Client Services	$24,559
September 1, 1975	Central Arizona Association of Governments (Comprehensive Employment and Training Act of 1973, Title I funds)	Comprehensive Manpower Services	$170,000

Total amount of state and federal grants and contracts (excluding the ACTION grant):	$6,256,455
Total amount of all grants and contracts:	$7,552,289
Estimated Value of ACTION grant (72 person-years @ $7,200 per person-year):	$ 518,400

Foundation and the Arizona Department of Vocational Rehabilitation supported AJC with small planning grants. By 1970, AJC's grantship capabilities had produced an additional $890,000 from the Ford Foundation, $377,000 from the Department of Housing and Urban Development (HUD) for a Community Center, and $150,000 from the Rehabilitative Services Administration (RSA). However, all of these funds were tied up due to contingencies in the grants' conditions consequently delaying AJC's progress for several months. The Ford Foundation Grant was contingent on AJC's receiving federal grants of $5.5 millions; the federal grants were contingent on matching funds in varying percentages, and AJC's plan was to utilize the Ford money for these matching funds. Since the total amount of the federal grants was not up to the level specified in the Ford Foundation grant, these latter funds were held up. This hold-up, in turn, prevented the federal grant money from being released because of the lack of matching funds. The Office of Economic Opportunity (OEO) finally broke this funding logjam with a $550,000 grant. Announcement of the OEO grant enabled AJC to persuade the Ford Foundation to release a portion of their grant funds so that the remaining federal grants could be utilized. Thus, the initial problem caused by the multiple funding policy was overcome, although other problems caused by this policy continued to plague AJC throughout its history.

The multiple funding policy also impacted the organizational structure of AJC. When the program began its operational phase in July 1970, the positions of Project Director and President of Arizona Job Colleges, Inc. were occupied by the same individual. The primary function of the Project Director was the management of program operations. The main responsibility of the corporation President, however, was to raise money. The individual who filled both positions simultaneously was able to adequately perform both functions. However, when he left to accept a position with the U.S. Department of Health, Education and Welfare in early 1973, the Ford Foundation became concerned that the Assistant Project Director, logical successor to the position of Project Director, could not handle the grant preparation responsibilities of the President. Therefore, the Ford Foundation representative applied pressure to the AJC Board of Directors to create two separate high-level positions. The position of Project Director was then filled by the former Assistant Project Director and the position of President was filled by a new employee. An additional high-level salary therefore had to be borne by the program.

The unfortunate aspect of these high-level personnel changes was that the new President of AJC was not skillful in obtaining grants. After this fact became evident, the Ford Foundation again stepped in and hired a consulting grantsperson, a Staff Member of the Regional Research Institute in Social Welfare at the University of Southern California, to prepare a comprehensive grant proposal which presumably could be used for submissions to any number of possible funding sources (the multiple funding policy also exerted its influence in the design of this proposal). This proposal stressed the comprehensive service aspects instead of the training aspects of AJC's operations (Franklin et al., 1973). This was unfortunate, for during the period over which the proposal was being prepared, the Migrant Division of the Office of Economic Opportunity (OEO), which had been the most recent source of AJC operating funds, was moved to the U.S. Department of Labor (DOL), Employment and Training Administration.[1] The DOL group into which the Migrant Division from OEO was merged was oriented heavily toward traditional manpower training programs. Even though the idea of "comprehensive manpower services" was coming into vogue at DOL, the atmosphere within DOL's Migrant Branch was such that the social welfare approach of AJC's proposal resulted in the proposal being viewed with disfavor. In the minds of the DOL Migrant Branch program analysts, the high (when compared with traditional manpower training programs) training costs for AJC graduates were completely unjustified. The result was that AJC was funded at the same level as if it had been a traditional manpower training program; the initial grant award was less than $100,000. This amount was totally inadequate for the program to maintain its "comprehensive family rehabilitation" approach to vocational training.

The new President of AJC, while relatively unskilled in the area of grantmanship, was quite capable when it came to mobilizing AJC's political resources. After receiving word of the DOL grant award, he contacted all of the State of Arizona's congressional representatives, who were helpful in getting the amount of the grant increased to $544,243 (see Table 4.3).

---

[1] Then called the "Manpower Administration."

However, at the time of this writing the March 1974 award was the last grant made to AJC by the Migrant Division of DOL, despite considerable additional support provided by the Ford Foundation in the areas of grantship consulting. DOL rejected grant proposals submitted by AJC in late 1974 and late 1975 for obtaining part of Arizona's share of funds available under Title III of the Comprehensive Employment and Training Act of 1973 (CETA). The latter turndown was particularly disappointing to AJC management and the Ford Foundation since considerable Ford resources were expended in grant preparation and lobbying. Also, there was some hope that the atmosphere at DOL's Migrant Branch had changed, because of a temporary change in the top management of that group.

The removal of the Migrant Division of DOL as a funding source for AJC led to the eventual demise of the program (even though the original "multiple funding" concept was designed to prevent that). AJC was in serious financial difficulty by March 1974, when the grant described earlier (which DOL was politically forced to award to AJC) averted disaster at the very last minute. Then, because of funding difficulties, the program had no families in the residential training program and only a skeleton staff for a period of several months at the end of 1974 and well into 1975. After an approximately one-year remission in late 1975 and early 1976, when AJC operated at a level of 40 families, the program finally had to close its doors on March 31, 1976.

4.1.6 Build-Up Rates

AJC admitted ten families in June 1970, for a six-month pilot phase. These families all became AJC staff members at the end of this pilot phase. The first of the "operational families" were admitted in February 1971. After that time enrollment increased at an average rate of approximately 5.6 families per month. The total enrollment reached 107 families in June 1972. At that point, AJC's original goal of an enrollment of 125 residential families was given up when it became clear that the facilities and staff were not able to adequately handle that many families. Enrollment then decreased to a level of 70 families in May 1973, where it remained until the program suspended operations in 1974. AJC's staff continued to grow steadily at a rate of 2.25 persons per month during the time period from June 1970 to November 1973 even though the number of families "peaked out" in June 1972 at the end of AJC's second year. The main effect of these changes in enrollment and staff levels was that the operating cost per family per month and the number of staff members per family began moving up in the third year after remaining fairly stable during most of the second year of operation.

4.1.7 Changes in the Operating Organization

Arizona Job Colleges, Inc. had existed as an Arizona corporation since November 1967. Tax-exempt status was conferred shortly thereafter. Before tax-exempt status was granted to AJC, the organization's affairs were carried out under the umbrella of the Arizona Ecumenical Council. During the time the program was in operation, the corporation functioned as an entity, with the board of directors meeting regularly to carry out whatever business activities were required at the time.

At the time of this writing, the program has ceased operations but the corporation continues to exist. There are currently only four employees. The board of directors continues to meet and maintains the existence of the corporation in hopes of obtaining support for reactivating the program. The contract with the City of Casa Grande whereby AJC utilizes the Neighborhood Center (owned by the City) is, however, in jeopardy. The City claims that since AJC has ceased to function as a program, the contract is no longer valid, whereas the Board of Directors of Arizona Job Colleges, Inc. maintains that the corporation still exists and is therefore entitled to continue leasing the Neighborhood Center. The Community Services Administration has awarded the corporation a small grant to cover the expenses associated with the corporation's existence.

4.1.8 Other Historical Data

Ultimately, the description of a family-based residential training program must come to grips with the questions of whether the program was a success or not. Unfortunately, the usual case with a complex social program, such as AJC, is that many factors have to be considered and the results are generally mixed. The first step in determining whether the program was successful is to determine whether the program that was planned was indeed the program put into effect. Although some problems were experienced along the way, AJC was by and large very successful at implementing a comprehensive residential family rehabilitation program during the period of OEO funding. AJC had to overcome some formidable problems in implementing the program plan, the first of which was the initial community opposition to locating AJC in Casa Grande mentioned earlier.

Another difficult problem AJC faced during the program's early years was the slow development of the residential housing. As was mentioned earlier AJC's approach to developing its residential component's facilities was to work through the Pinal County Housing Authority. In return for preparing the grant application, AJC was to receive priority when the houses were ultimately turned over to poor families. However, the bureaucratic delays and financial shenanigans of out-to-make-a-fast-buck developers caused AJC to incur major unanticipated expenses in having to develop alternative housing. Since this alternative housing was not always conveniently located, the program also had to provide transportation for the client families until the residential housing was available.

AJC's experience revealed some very undesirable aspects of the Turnkey Housing Program; namely, the fact that developers can sell the rights to the project to each other at the project's expense while not building any houses for the poor. The contract for developing these houses was bought and sold several times, with delays accompanying each change in ownership.

AJC's third, and perhaps ultimately fatal, problem in bringing off a comprehensive residential family rehabilitation program involved the transfer of AJC's funding source from OEO to DOL as a part of the Nixon administration's effort to dismantle OEO. This problem was mentioned earlier in the discussion of program funding. Although there were areas within DOL interested in the idea of comprehensive training programs, the dominant philosophy at DOL appeared to be one of providing the cheapest possible job training. Since the DOL philosophy was that ancillary services such as remedial education, day care centers, housing, etc., were not directly related to job training except to run up the price, they were to be avoided. DOL, as a matter of policy, set out to change the comprehensive nature of

AJC and to convert it into a typical MDTA/CETA job training program. Theoretically, AJC's multiple funding policy gave the program a source of countervailing power to resist DOL's desires. However, the loss of this major funding source was the primary reason for the ultimate demise of the program.

There was one area where AJC failed to implement at least a good approximation of the original plan during the period of the study. Originally, the idea was that AJC would be mobile, setting up operations in an area for a limited period of time during which the resident poor of that area would be trained for jobs available locally. After the local pool of the poor was exhausted, AJC would pack up its offices, which were in house trailers (the Director and Assistant Director also purchased trailers for their dwelling units), and move its operation to another area where the process would be repeated. Ideally, AJC would leave behind a more viable rural community than when it arrived, not only by attacking rural poverty and stimulating the local economy by providing needed skilled workers, but also by leaving behind various physical facilities such as community centers, public housing, and a legacy of social action and community involvement. This did not happen, and for its entire history AJC remained in Casa Grande.

Several factors contributed to the failure to develop a migrating AJC. First, the struggle for simple survival in the face of OEO funding cutbacks, DOL hostility, and the increasing difficulties in finding alternative sources for funds in a declining economy shifted AJC's attention away from the yet-to-be-accomplished parts of the grand scheme. The transfer of AJC's primary funding source first from OEO's office of Program Development to OEO's migrant program and then to DOL's Migrant Program had subtle but important effects on AJC's future. As originally planned and put into operation, AJC served all the poor in a relatively limited geographic area, in keeping with the scheme of the mobile job college. When AJC began receiving funds under OEO's Migrant Program, AJC was required to have at least 50% migrant enrollment and was under continuous pressure from OEO and later from DOL to increase the proportion of migrants. Since AJC was enrolling less than 50% migrants at the time of the first transfer within OEO, AJC either had to increase migrant recruiting within Western Pinal County, or expand its service area, or move to a different location. To move the job college at that juncture would have been ill-timed since AJC had not completed its service to Pinal County. Further, these changes came at a time when AJC's struggle for funds was particularly desperate. To have embarked on a major new direction--moving and re-establishing the job college--would have been financial folly. So AJC turned to increased migrant recruitment, which was only partially successful. In addition, the OEO Migrant Program and DOL were philosophically opposed to the idea of a limited geographic service area and were constantly pressuring AJC to expand to state-wide service.

The failure to establish a mobile training program was not entirely due to outside forces. AJC underestimated the problems involved in developing such a program, especially with regards to bureaucratic inertia and vested interests. Once AJC became a viable institution with ties to the community and especially with a staff who came to see Casa Grande as home, the difficulties of overcoming the inertia to stay in Casa Grande became increasingly great. The problems of getting the housing program set up and of financing AJC, along with the daily burden of administering the program continually diverted the attention of the administration away from the establishment of a mobile job college. Since that was something that would happen at some unspecified time in the future, it was a task that could, and was, put off until tomorrow. As AJC settled into Casa Grande and as planning the move was put out of mind, the conception of the mobile job college began to fade until, at last, it disappeared.

4.2 MADERA EMPLOYMENT TRAINING CENTER (METC)

Historical information on METC is derived primarily from personal interviews with METC and BIA staff conducted during the site visit. Although BIA staff members make periodic inspection trips to METC, there have never been any formal evaluation reports prepared on the program. The contractors have never had any requirements to produce substantial evaluation reports on their activities. Philco-Ford produced, from time to time, "reports" which contained mostly photographs of participants but very little qualitative or quantitative information on the program.

Two of the references cited earlier contain information on METC. The Mountain-Plains report on family-based residential programs (Flores, 1973) includes a description of METC as it was in December 1972. The AJC evaluation report (Glasso et al., 1971) describes METC's program operations under Philco-Ford in early 1971. Both of these documents have been utilized in compiling the information in this section. However, historical data on METC under Philco-Ford are limited: no detailed information is available on data items such as staff and participant build-up rates for funding profiles for this period of time in METC's history.

The Madera Employment Training Center was established in 1967. At that time the Central (Washington, D.C.) Office of the Division of Employment Assistance of the Bureau of Indian Affairs regarded the migration of Native Americans from reservations to cities as both desirable and inevitable. The residential training format was adopted by BIA as a means of providing job and life skills training to Indians who left their home reservations for the cities. Four programs were set up by BIA in the two years from 1967 to 1968 METC was the first such program to actually begin operations, followed by:

- Roswell Employment Training Center
- United Tribes Employment Training Center, and
- Hacienda Esperanza.

The last program, Hacienda Esperanza, was established in an urban setting (San Diego) and served only young unmarried women with children (solo parents). All other BIA programs utilized de-activated military facilities and served both male- and female-headed families as well as single persons.

An insight into the early METC operating philosophy established by Philco Ford and BIA (METC was described as "a joint project of the Bureau of Indian Affairs and the Philco-Ford Corporation") can be acquired by reviewing some material extracted from a Philco-Ford brochure describing the program. This brochure begins with the program objective:

> Preparing American Indians to enter the mainstream of modern life as productive, employable workers, able to cope with the many problems of urban living...

The brochure continues with a statement of "the problem:"

> Training Indians who are moving from a reservation for the first time represents a complex educational challenge. Since most Indians have had little or no urban work experience, and generally a minimum of off-reservation social contact and experience, they must be offered a unique training environment if they are to successfully acquire saleable job skills and nullify their long history of economic and social deprivation.

And responds to this problem statement with "the answer:"

> Philco-Ford Corporation has designed the METC as a school and living center based on a bold concept of total education to successfully bring about the acculturation and assimilation of reservation Indians into the dominantly urban, job-oriented society which is modern American.
>
> In the METC program the combined experience of individuals and family units is utilized to retain some of the familiar elements of family and friends intermixed with the new environment. Inter-related learning experiences with the housing equipment and appliances, and other amenities of modern life, are provided to the trainee in an atmosphere kept insulated from the pressures of society until such time as the trainees have learned to use them in everyday living.
>
> The Training Center, itself, is designed to accept a population mix of couples, family groups with children, and single individuals, both male and female. The training is focused on the individual and his needs, with its community life aspects helping to maintain a familiar environment productive of mutual help and assistance and making the inevitable relocation less frustrating.
>
> The METC program provides the trainees, through their stay at the Training Center, an adjustment into modern society which will be as easy as possible. Through this unique program, the move from the isolation and deprivation of the reservation to independent employment, and familiarity with the modern environment, is made both possible and workable.[2]

---

[2] The brochure from which the quotations were taken was obtained by one of the authors in 1971, when he was employed by the contractor that performed the AJC evaluation: the brochure was part of a package sent by Philco-Ford in response to a request for information on METC.

It is apparent from the above quotes that BIA wanted to help members of their target population who migrated to the cities from reservations. The brochure even seems to encourage such a migration, through the use of phrases such as "inevitable relocation" and "the move from the isolation and deprivation of the reservation to independent employment, and familiarity with the modern environment."[3] The statements in the brochure indicate that BIA, the agency which pioneered the family-based residential training program concept, originally intended their programs to be primarily vehicles for easing the trauma of migration, with the training or career education objective playing a secondary role. Said in another way, the need for the program as perceived by BIA apparently centered around utilizing the residential component as a surrogate reservation during the trainee's "adjustment into modern society."

4.2.1 Characteristics of the Target Population

METC's Target Population consists of American Indians from all over the United States. Because of METC's location, however, the program's participants have mostly come from the western part of the country, particularly California and Alaska. Table 4.4, which presents demographic characteristics of American Indians, therefore, includes statistics for the entire U.S., the West, California and Alaska. Unfortunately, the census data publication on Native Americans from which Table 4.4 was extracted contains less information than the census data publications which were the data sources for the comparable tables for the other programs. Since poverty status is not a criterion for admission to METC, Table 4.4 contains counts of both poverty families and families whose income falls between 1.00 and 1.49 times the poverty level, following the pattern set by the National Needs Assessment report (Bale, 1976).

---

[3] The views expressed in the brochure can be contrasted with those expressed, in a 1975 interview with the authors, by the Director of the United Tribes Employment Training Center (UTETC) in Bismarck, ND; who stated that UTETC is designed to train Native Americans so that they can return to their home reservations and displace the white service contractors, thereby contributing to the economic development of the reservation and, at the same time, enhancing the cultural aspects of reservation life through reducing the out-migration of reservation residents and reducing the dependence of the reservation on the skills of the white man.

Table 4.4

Characteristics* of the Poor and Near-Poor Populations in Catchment Areas of the Madera Employment Training Center in 1970

Characteristics	United States Urban	United States Rural	The West** Urban	The West** Rural	California Urban	California Rural	Alaska Urban	Alaska Rural
1. Total Native American Families Below Poverty Level	14,930	34,739	6,076	19,766	2,364	1,013	142	640
a. Percent of Total Native American Families Accounted for by (1)	21.0	44.6	21.0	48.5	15.9	23.2	18.4	35.1
b. Mean Income Deficit*** of Families Below Poverty Level	$1,691	$2,162	$1,762	$2,416	$1,722	$1,585	$1,422	$1,777
c. Estimated Average Income in 1969 Dollars ****	$2,289	$2,395	$2,292	$2,275	$2,085	$2,402	$2,266	$2,914
d. Mean Size of Families Below Poverty Level	4.39	5.32	4.50	5.57	4.13	4.40	3.96	5.57
2. Families Below Poverty Level with Female Head	6,463	8,824	2,571	5,066	1,030	399	84	130
3. Total Families with Incomes 1.00 - 1.49 times poverty level	10,485	14,433	4,113	7,239	1,889	845	114	282

* Data in this table are not consistent with those in Table 4.1, since the census report on which this table is based has a different format than the census report on which Table 4.1 is based.

** all states west of and including Montana, Wyoming, Colorado and New Mexico

*** The income deficit is the difference between the total income of a family and the official poverty level for that family.

**** obtained by interpolating to the weighted average poverty threshold for the family size in (d) and subtracting (1b).

Source: U.S. Bureau of the Census, Census of Population 1970, Characteristics of Population, Special Studies Series, American Indians, Final Report PC(2)-1F.

Also, METC recruits from urban as well as rural areas, so Table 4.4 contains data on both.

The estimated total number of families eligible for METC is 74,587. This number is the total of items 1 and 3 in Table 4.4 for both the urban and rural populations of Native Americans in the United States.

4.2.2 Characteristics of Program Participants

METC was asked to supply data on all participants, both families and singles. At the time of the site visit, there were records on file for only 33 participants who completed training under METC's current contractor, American Indian Enterprises (AIE), Inc., 15 of whom were families. Table 4.5 summarizes the meager amount of information available on these participants. METC's participants are generally young and well-educated when compared with participants of other programs included in this study. The average age of METC participants is about 22 years and the average pre-program salary is $4,129. The prerequisites for the training courses account for the average years of completed education being as high as it is (12 years for men, 11.1 years for women).

4.2.3 Geographic Information

The entire United States, including Alaska, is the operating area for METC. Figure 4.2 shows the location of METC within its operating area.

Figure 4.2 also indicates the boundaries of BIA Areas in the United Staes and the numbers of recruits from and placements in each of these areas. This figure indicates that METC is successful in attracting participants from all over the United States (although not uniformly since 36% of the 33 participants on whom data were collected were from the Sacramento Area, which is the State of California), and is generally successful in accomplishing their objective to place their participants in the BIA Area from which they came. METC management feels that this latter objective is important for the trainee's job stability.

It is interesting to note that even though a trainee may be recruited from and placed in the Sacramento area, it still may be that the sponsoring tribe is from another area. This phenomenon is due to the fact that there has been a very heavy migration of Native Americans into the Sacramento area. A Navajo who enters METC and whose residence is in

Table 4.5

Characteristics of Participants of Madera Employment Training Center

Characteristic	Minimum	Maximum	Mean	N
1) Age:				
a) Men	18	34	21.4	23
b) Women	16	32	22.6	21
2) Years of school completed:				
a) Men	10	15	12.0	22
b) Women	8	14	11.1	17
3) Family size (families only)	2	5	2.8	15
4) Pre-program annual gross family income of those in labor force	$1,038	$9,384	$4,219	19

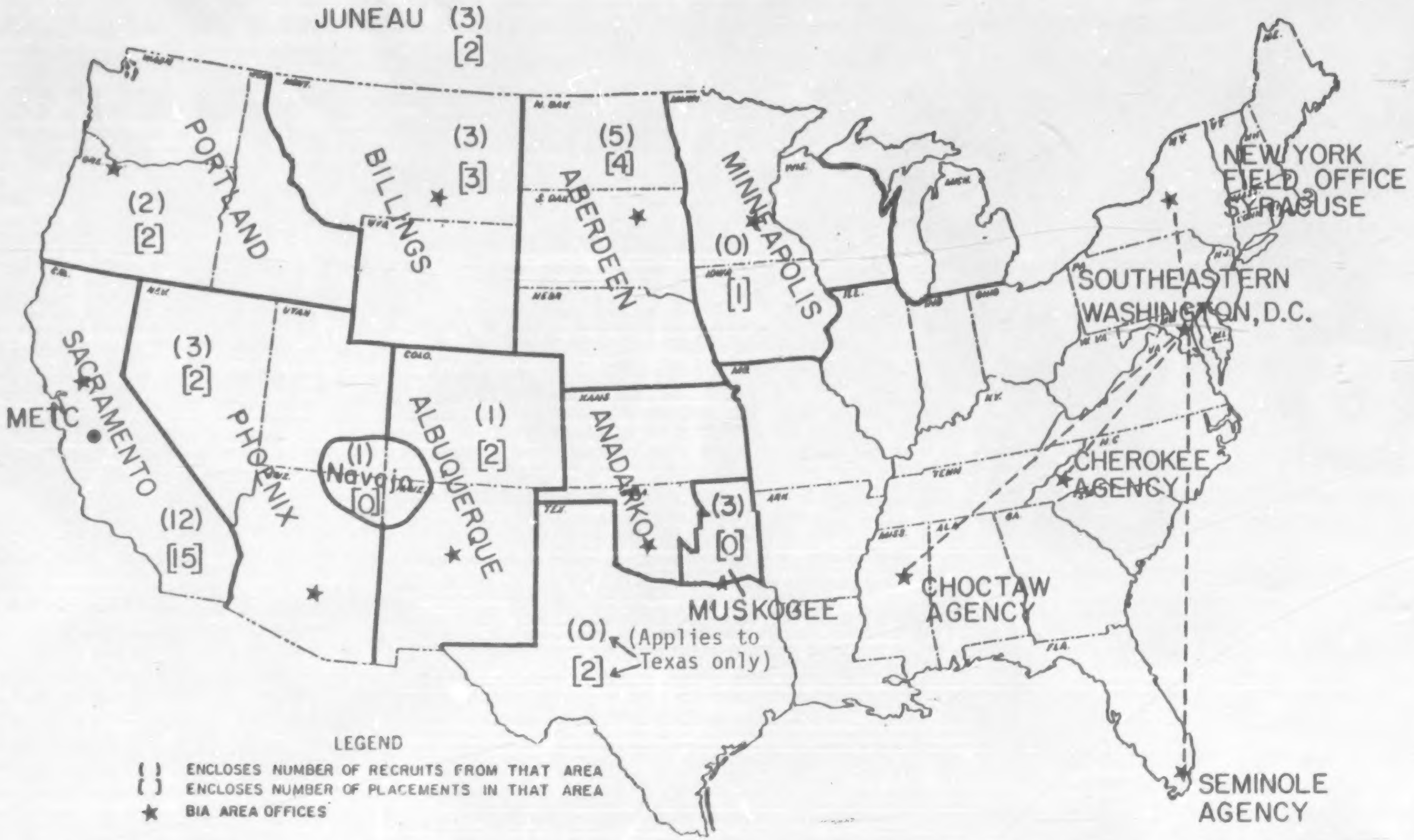

JUNEAU (3) [2]
PORTLAND (2) [2]
BILLINGS (3) [3]
ABERDEEN (5) [4]
MINNEAPOLIS (0) [1]
NEW YORK FIELD OFFICE SYRACUSE
SOUTHEASTERN WASHINGTON, D.C.
SACRAMENTO (12) [15]
METC
PHOENIX (3) [2]
Navajo (1) [0]
ALBUQUERQUE (1) [2]
ANADARKO
(3) [0]
MUSKOGEE
(0) [2] (Applies to Texas only)
CHEROKEE AGENCY
CHOCTAW AGENCY
SEMINOLE AGENCY
LEGEND
( ) ENCLOSES NUMBER OF RECRUITS FROM THAT AREA
[ ] ENCLOSES NUMBER OF PLACEMENTS IN THAT AREA
★ BIA AREA OFFICES

Figure 4.2

Map of U.S. Showing Location of METC and BIA Areas

Los Angeles is still supported by the BIA Navajo Area Office.

Although no data are available on exactly how METC came to be located where it is, it can be inferred that the facility, having been abandoned by the U.S. Air Force Air Defense Command, was available for alternative uses. The facility contained living quarters for both officers and airmen, including individual dwelling units, which were easily converted to dormitories for single individuals and houses for families. BIA acquired ownership of the base, formerly a radar station, from the U.S. Department of Defense.

4.2.4 Program Startup

At about the same time that BIA was developing its plans to establish residential training centers, the U.S. Air Force deactivated its radar station at Madera, California. This facility was ceded to the BIA, which then issued a Request for Proposals for operating a residential training center at the facility. The result of this procurement process was that the Education and Technical Services Division of Philco-Ford Corporation was awarded a cost-plus-incentive-fee contract to operate the center, beginning in April 1967. METC was therefore the first of the programs included in this study to begin operations.

Philco-Ford eventually offered a variety of training programs, including:

- automotive/small engine repair
- drafting
- clerical operations
- culinary arts
- electronics assembly
- health occupations
- appliance/radio-TV maintenance
- building trades
- welding, and
- offset printing.

Philco-Ford originally offered only pre-vocational training and basic education and, according to current METC staff members, gradually added the above list of training programs to combat boredom among the program participants. The company met the requirements of their contract with respect to producing the necessary number of trained Native Americans. However, they ultimately lost the contract in 1972 because of the "buy Indian" movement within BIA. (After this important change in BIA policy, METC was operated by Native American organizations, primarily American Indian Enterprises, Incorporated.) All of the training courses offered by Philco-Ford, with the exception of welding, are regarded as having been low in quality by current program staff members, the primary criticism being that the equipment used in the courses was obsolete (pre-World War II in some cases).

Under Philco-Ford, the Madera Employment Training Center was a very active and overcrowded program. As of September 1971, it was serving 250 participants (two large apartment houses in Madera were leased to handle the overload on available dwelling units), made up of families, singles, and solo parents. By contrast, during the first year after Philco-Ford lost their contract the program served only around 20 participants at any one time on the average. Current program staff members criticize Philco-Ford for overselling the program to Native Americans in order to meet their contract requirements regarding quantities of people trained. The result was that the program under Philco-Ford experienced a 54% non-completion rate compared with 15% under the current contractor.

4.2.5 Evolution of Funding

BIA has supplied all of the money for operating METC since its inception. Under Philco-Ford, from 1967 to 1972 the annual cost of running the program was around $2.7 millions, which covered trainee stipends, all program operations except recruitment and placement, and the contractor's fee. After Philco-Ford was phased out and the new Native American contractors assumed operation of the center, annual operating costs were $716,000 (for government fiscal 1974). This latter figure does not include recruitment and placement costs, these functions being performed by BIA just as they were when Philco-Ford ran the program. The lower operating cost quoted in the latter operational phase is for a much lower level of facility utilization in terms of number of students in training, as was mentioned in the previous section.

4.2.6 Build-Up Rates

During the period from April 1967 to April 1971 approximately 1500 trainees participated in the program of which 650 graduated and 560 were placed in jobs. According to brochures produced by Philco-Ford which described the various training courses offered by the program, the expected time required to complete training ranged from 6 to 12 months with an average (over training courses) of around 9 months. The AJC evaluation (Glasso et al., 1971) and the Mountain-Plains study of similar programs (Flores, 1973) reports that 5 months was the average time actually spent in training. No indication is given in either reference whether this figure is an average time to completion or an average time in the program for all participants, both completers and dropouts. If we assume the latter, based on the brochures' statements regarding expected training times, then the trainee throughput for the four-year period averaged 31.25 per month. Using the five month average time-in-the-program figure implies an average trainee-in-residence population of 156 (see Appendix C for a discussion of the capacity/time-in-the program/throughput relationship).

The year following November 1972, when Philco-Ford's contract to operate the center was not renewed, was a transition phase for METC. The number of students at the center decreased to around 15. After this transition year, enrollment began to build back up. The number of students, which had been as high as 250 under Philco-Ford, increased from around 20 to around 80 during the period of time from November 1973 to April 1976.

In 1971, Philco-Ford had a staff size of 132 at METC. In December 1972, when the site visit to METC was made in connection with the Mountain-Plains study (Flores, 1973) of residential training programs, the staff size was 47 of which 40 were administrative and 7 were instructors. AIE had just assumed operation of METC at that time.

At the time of this writing (September 1976), the student body of METC has increased to a size of around 100 and the staff size has remained nearly constant at 48. However, there are now 12 instructors and only 36 administrative staff members.[4]

4.2.7 Changes in the Operating Organization

From April 1967 to October 1972 METC was operated by the Education and Technical Services Division of the Philco-Ford Corporation. During 1972 the Bureau of Indian Affairs was "re-directed" toward returning decision-making to reservations and the tribes so as to provide increased self-determination. Associated with this new policy was a "buy-Indian" movement which favored Native American organizations in BIA's contracting for materials and services. Thus, Philco-Ford's contract was not renewed in 1972.

As a result of a competitive procurement, American Indian Enterprises, Incorporated (AIE), was awarded a contract to provide General Administrative and Support Services to METC. AIE is a "for-profit" corporation and describes itself as a company which

> is owned and operated by a group of American Indians representative of many tribes throughout the nation. Collectively, and individually, the members of AIE are deeply committed to the educational, vocational, and business progress of the American Indian.

AIE's corporate headquarters are in Van Nuys, California.

At the same time that AIE was awarded their contract, and as a result of the same procurement, the Intertribal Council of California (ITCC), a non-profit Native American organization, was awarded a contract to provide instructional services for the Surplus Equipment Repair Program. Both AIE and ITCC were therefore operating at METC between November 1972 and September 1973. During this period there was also an instructional contract with the Federal Aviation Administration (FAA) to provide two instructors.

Apparently there was some operational difficulty at METC when the two competing Native American contractors were on-site simultaneously. In any case, BIA did not renew its contract with ITCC: September 1973 was their last month at METC. AIE's contract was renewed, however, and they added the FAA instructors to their staff. BIA, beginning in September 1973, awarded a contract to Pacific Telephone and Telegraph (PT&T) to supply instructors for the Telecommunications Skills Program.

---

[4] These data were provided in an April 28, 1976 telephone conversation with Ms. Linda Boor, the BIA Sacramento Area Office Employment Assistance Specialist.

AIE has continued to operate METC until the present time (September 1976) and is apparently secure as the prime contractor at the facility for the immediate future. The center now serves 100 students. Two new programs, Field Maintenance Training Programs for Xerox Corporation and National Cash Register, have been added to METC's curriculum. Those two companies each now provide one on-site instructor at no cost to BIA.

4.2.8 Other Historical Data

In recent years, policy changes at BIA have had considerable impact on the Madera Employment Training Center's operation. The contract to operate the program was originally awarded and administered by BIA's central office in Washington, D.C. BIA's Division of Employment Assistance contracted with large, well-known companies (Philco-Ford, Thiokol Chemical and Bendix Corporation) to run their employment training centers (in Madera, Roswell, New Mexico, and Bismarck, North Dakota, respectively). After BIA's "re-direction," these contracts were not renewed. New contracts for operating the centers at Madera and Bismarck were awarded to Native American organizations and the center at Roswell was closed. Administration of the contract to operate Madera was moved from Washington, D.C. to the Sacramento Area Office of BIA in March 1973. This administrative change resulted in the BIA staff becoming much more involved in METC's day-to-day operations, since Madera is geographically convenient to the Sacramento Area Office. The Sacramento Area Office Employment Assistance Officer visited the METC program site often, and has exerted considerable influence in METC policy formation over the past three years.

4.3 MANPOWER, EDUCATION, AND TRAINING, INC. (MET)

Information on the history of this program was obtained mostly from interviews with staff members during the site visit. This section also utilizes information from the Mountain-Plains report (Flores, 1973) on the Manpower, Education, and Training Relocation Project.

The Family Relocation Project established by Manpower, Education, and Training, Incorporated (MET) is designed to:

(1) relieve the unemployment and underemployment which persist in South Texas,

(2) improve the matching of labor supply and demand,

(3) develop human resources through education and training, and

(4) prepare rural families who relocate to cities for the social and economic demands of metropolitan areas.

MET's operations, and earlier mobility demonstration projects operated by both MET and the Ling Temco Vought Corporation, have shown that in spite of the personal and social problems in migrating from rural to urban areas, many rural poor families are willing to make such a move if they are given proper training for skills in demand by industry, adequate supportive services after the move, aid in finding housing in the receiving area, and financial assistance to meet moving costs. The MET Family Relocation Project[5] utilizes the family-based residential training format as the framework within which to provide for these needs with respect to the program's target population.

Table 4.6 has been prepared to illustrate the need for a mobility or relocation project. The MET program recruits participants from 13 "base area" counties for placement in jobs in areas with a high demand for and a low supply of labor. In Table 4.6 unemployment rates for the base area counties are compared with those in typical placement area counties. Statistics such as those presented in Table 4.6 spawned the idea of training unemployed and underemployed rural poor persons for industrial jobs and relocating them to areas where there were jobs available. And since Chicanos comprise 90% of the poor families in the base area counties, the MET Relocation Project has served only Chicano families.

The state of Texas is an ideal area for a relocation project. Seasonal farmworkers in South Texas face problems similar to those of the rural poor in other parts of the country: a dwindling job market due to

---

[5] Hereafter usually referred to simply as "MET," even though the authors realize that MET, Incorporated operates a number of social service programs of which the Family Relocation Project is only one.

Table 4.6

1969 Unemployment Rates in Base and Placement Areas
for the Manpower, Education and Training, Inc.
Family Relocation Project

Base Area Counties		Typical Placement Area Counties	
Dimmit	8.8	Angelina	4.7
Edwards	*	Austin	4.3
Frio	5.5	Dallas	3.4
Kinney	4.8	Harris	2.4
La Salle	5.8	Nacogdoches	2.5
Maverick	11.0	Polk	2.9
Medina	3.1	Smith	2.0
Real	*		
Uvalde	3.3		
Val Verde	6.4		
Webb	6.6		
Zapata	6.5		
Zavala	6.5		

Source: U.S. Bureau of the Census, Census of Population: 1970, General Social and Economic Characteristics, Final Report PC(1)-C45, Texas

---

*no figure was entered in the 1970 Census Report increasing automation of farm labor and wages which don't keep up with inflation. Migrant farmworkers have been further devastated by spiraling fuel costs. Unemployment rates in the South Texas base area counties have increased sharply since 1970. At the same time the role of East Texas in supplying much of the energy demand of this country has caused the civilian labor force in the placement area to soar. Thus the differences shown in Table 4.6 have been made more pronounced in recent times.[6,7]

For MET planners, the family-based residential component plays a vital role in their relocation program. Although the mobility projects referred to earlier had demonstrated the feasibility of relocating families from South Texas to the state's industrial areas, there were some problems that evolved in MET's pilot mobility project. Participants in that project felt isolated in their new environments since they had had no opportunity to establish social contacts to replace those left behind in South Texas. Also, in many instances only the male adult member of the family actually relocated, with plans to move the rest of the family up at a later date. In either case there was strong motivation to give up the new job and return to the base area. The family-based residential phase of the relocation was seen as an effective means of countering these two problems.

The family-residential phase of the MET program therefore serves a function similar to that espoused by Philco-Ford in their brochure (quoted in the previous section) describing the METC residential program. The emphasis is on providing a means by which the family can gradually

---

[6] A Texas Employment Commission publication, Texas Manpower Trends indicated that the unemployment rate in Webb County had increased to 14.8% by April 1974, whereas the April 1974 unemployment rates in Dallas, Harris, and Smith Counties were 2.4%, 3.5% and 3.0%, respectively. Data for other counties in Table 4.6 are not published in Texas Manpower Trends since they are not SMSA's.

[7] The U.S. Department of Labor Publication, Area Trends in Employment and Unemployment, indicated that in April 1975 the unemployment rate in Dallas and Harris counties had increased to 5.3% and 4.6% respectively, compared to the national rate of 8.6%. Ten of the base area counties were listed as "persistent unemployment areas" in the same publication.

adjust to their new environment along with a number of families who are in similar circumstances. At the same time, the male adult of the family receives vocational training. But MET management regards the training which the participant receives at the residential center as almost incidental to the fact that the participant families are forming associations which will enhance their social lives in their new environment.[8] This viewpoint is due to the fact that MET places more credence in on-the-job training than in vocational training in a laboratory setting. Since the new employer will provide job-specific training anyway after the trainee is placed, MET feels that the training in the residential phase need only be at the very basic level.

4.3.1 Characteristics of the Target Population

The primary target population of MET's family relocation project is Chicano migrant farmworker families whose base area is in a triangular area south and west of San Antonio, Texas. Here the term "base area" refers to the origin of a migrant stream that follows the growing season north in the spring and summer, and returns to the same area in the fall for winter residence. MET's particular base area is comprised of the thirteen counties listed under "base area" in Table 4.6.

Table 4.7 presents the demographic characteristics of the poor population in the base area counties. The best estimate of the size (in 1969) of the target population of MET's Family Relocation Project is the 9,770 figure for civilian male heads of Chicano families, item 1f in Table 4.7. Since MET has recently enlarged its recruiting area to encompass the entire state of Texas, Table 4.7 contains the state counts as well as counts for the base area. In 1973 MET staff members conducted a study to determine the size of their target population. That study estimated that the "Lower Rio Grande Valley" contained 9,390 farmworkers, without defining the boundaries of this area. The total number of farmworkers in Texas was estimated to be 78,287.

4.3.2 Characteristics of Program Participants

Table 4.8 presents the characteristics derived from the MET

---

[8] The MET approach has been termed the "way station philosophy" by Dr. Louis Y. Nau, the first Project Director of AJC, in a conversation with Robert W. Stump of NIE reported on in an unpublished memorandum dated August 13, 1976. The idea is that a family-residential program serves a target population by providing a way station in a social mobility process and the extent to which a program adopts this philosophy affects the design of the program's modus operandi.

Table 4.7

Characteristics in 1970 of the Poverty Population in Catchment Areas of the Manpower, Education, and Training, Inc. Family Relocation Project

Characteristics	BASE AREA		Texas - All Rural Plus Non-Rural Non-SMSA
	All Families	Chicano Families	
1. Estimated Number of Families Below the Poverty Level	16,018	14,298	193,011
(a) Ethnic Composition			
Black	--	--	20.2%
Chicano	89.3%	100.0%	27.7%
Native American	--	--	} 52.1%
White	10.7%	--	
(b) Percent Receiving Public Assistance Income	15.3%	17.0%	17.0%
(c) Average Annual Family Income in 1969 Dollars	$2,248	$2,414	$2,044
(d) Average Family Size	4.99	5.20	4.04
(e) Families with Female Heads	3,263	2,951	36,980
(f) Estimated Number of Families in the Target Population (Civilian Male Heads Under 65)	10,149	9,770	104,437
2. Percent of Total Families Accounted for by (1)	35.6%	47.3%	19.9%

Source: U.S. Bureau of the Census, Census of Population: 1970, General Social and Economic Characteristics, Final Report PC(1)-C45, Texas

Table 4.8

Characteristics of Participants of Manpower, Education, and Training, Inc.

Characteristic	Minimum	Maximum	Mean	N
1) Age				
men	20	51	30.0	55
women	17	49	28.2	55
pre-program annual gross family income of those in the labor force	$ 554	$5,038	$2,735	52
family size	2	10	4.49	55
2) Years of school completed:				
men	0	12	6.9	55
women	0	12	5.5	55
Debt at entry	0	$13,100	$ 825	55

transcription of program participant records. Many of MET's participants were born in Mexico and received no schooling at all, which accounts for the low average of number of school years completed.

4.3.3 Geographic Information

Figure 4.3 is a map of Texas showing the location of the base area and some of the counties where MET has placed their completers in jobs. The locations of MET's corporate headquarters in Cleveland, Texas, the residential center in Goodrich, Texas, and the base area regional centers in Laredo and Eagle Pass, Texas are also shown in Figure 4.3. Pre-training counties of residence for a group of 51 MET participants are also indicated in Figure 4.3. The distribution of participants over these counties is indicated by the numbers in parentheses. The placement area is primarily in and immediately north of the Houston SMSA. Locations of actual job placements for this group of 51 MET participants are also shown in Figure 4.3. Numbers of placements in each of seven East Texas counties are indicated by the numbers in square brackets associated with the lines pointing to the particular counties in which placements were made.

The approximate distance between the base and placement areas is 350 miles, which is the distance that MET participants must move as a result of their decision to participate in the Family Relocation Project.

4.3.4 Program Startup

According to MET staff members, the entity which is now Manpower, Education, and Training Incorporated was established in 1967 as a spinoff agency from the Jefferson County, Texas Community Action Program.[9] According to MET's Community Action Agency Basic Information Form, MET received its initial funding from OEO/CAP in September 1967 and was incorporated in the state of Texas on July 25, 1968. MET's headquarters were originally in Beaumont, Texas.

---

[9] This account of program startup is at variance with the Mountain-Plains report (Flores, 1973). The Mountain-Plains report stated that MET evolved from an organization known as South-East Texas (SET) which received its initial funding in 1964.

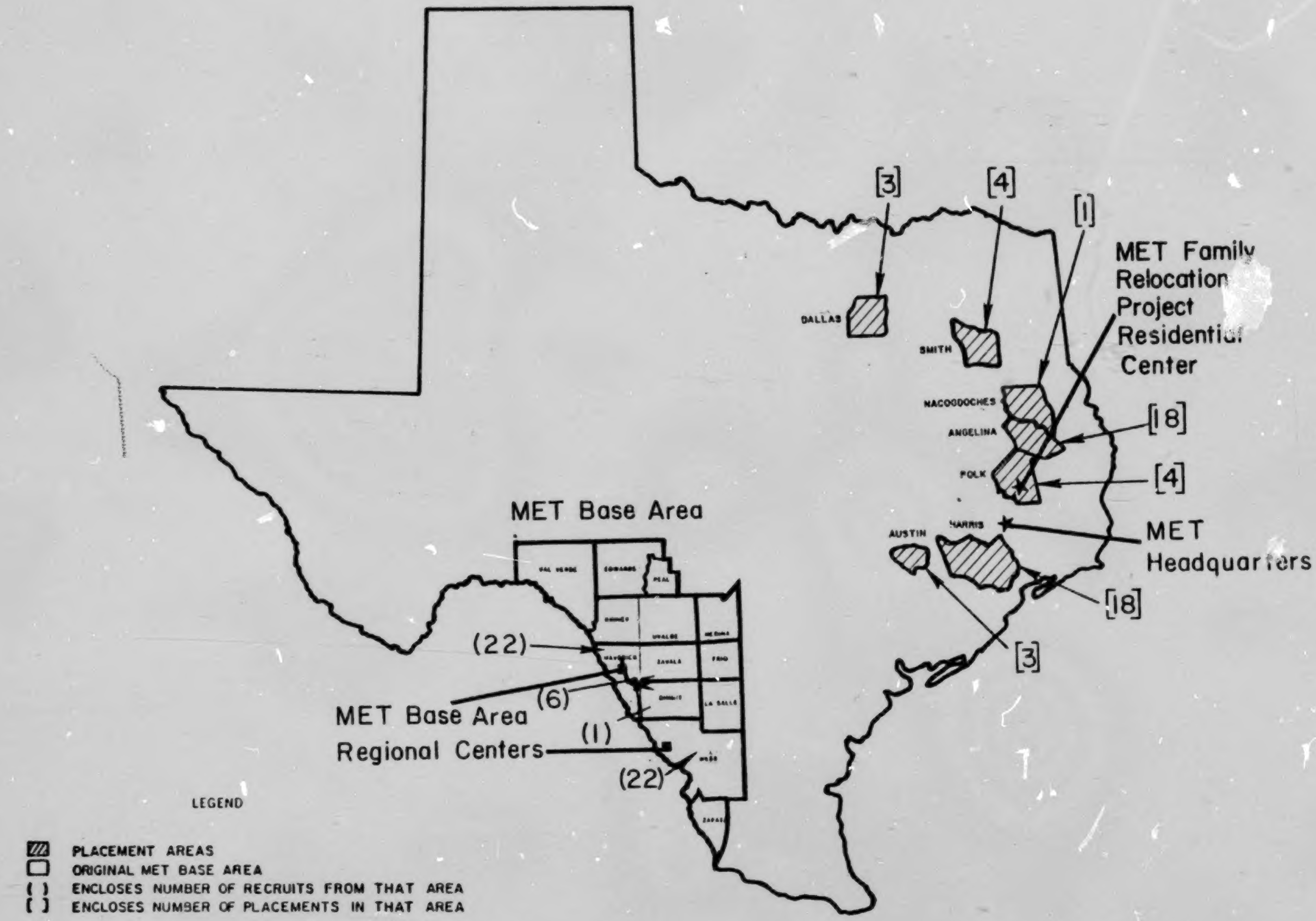

[3]
[4]
[1]
MET Family Relocation Project Residential Center
DALLAS
SMITH
NACOGDOCHES
ANGELINA
POLK
[18]
[4]
HARRIS
AUSTIN
MET Headquarters
[18]
[3]
MET Base Area
VAL VERDE
EDWARDS
REAL
KINNEY
UVALDE
MEDINA
MAVERICK
ZAVALA
FRIO
DIMMIT
LA SALLE
WEBB
ZAPATA
(22)
(6)
(1)
(22)
MET Base Area Regional Centers
LEGEND
▨ PLACEMENT AREAS
☐ ORIGINAL MET BASE AREA
( ) ENCLOSES NUMBER OF RECRUITS FROM THAT AREA
[ ] ENCLOSES NUMBER OF PLACEMENTS IN THAT AREA

Figure 4.3

Map of Texas Showing Primary Operating Areas of MET's Family Relocation Project

The program initially offered vocational and on-the-job training, classroom training leading to the General Education Degree (GED), Adult Basic Education (ABE), and supportive and referral services to farmworkers in the Pine Belt Region.[10]

In 1969, MET and the Texas State Employment Service together sponsored a labor mobility project to move 55 migrant families from the Rio Grande Valley, an area of high unemployment, to the Houston-Beaumont area. The instigation of this mobility project resulted from the apparent success of an earlier similar project which moved 750 workers from the Brownsville, Texas area to Dallas to work in the Ling Temco Vought aircraft assembly plants (Ruesnick and Kleibrink, 1972; Reagan, 1971).

MET staff members regard their early labor mobility project as a failure, for the reasons cited in the opening remarks of Section 4.3. Also, according to MET staff members, the involvement of the State Employment Service (SES) imposed excessive administrative burdens on the project because of the bureaucratic needs of the SES. This perceived failure of the mobility project caused MET planners to begin searching for ways to improve on mobility projects. The residential phase idea was conceived as a means to this end.

Part of the process of establishing the residential center was selection of a site for the center. MET finally settled on the small town[11] of Goodrich, Texas as the site for this center. Goodrich is 26 miles north of MET's headquarters in Cleveland, Texas, is centrally located along the Texas "job belt"[12] and, being a small community, is "demographically suited"[13] for participants in the MET family relocation project. There was also a plot of land available in Goodrich which was the proper size to house the planned facilities for the center.

---

[10] The southern boundary of the Pine Belt Region is the line between Houston and Beaumont; moving this line directly north as far as Dallas would sweep out an area which would approximate the Pine Belt Region.

[11] Population under 2,500

[12] An area which is roughly crescent-shaped which circumscribes the placement areas shown in Figure 4.3

[13] Term used by MET staff members

The establishment of MET's residential center in Goodrich resulted in considerable social and economic upheaval in that small community. The center employed 24 persons and, as such, immediately became one of the towns' largest employers. In addition, there are 40 participant-families located at the center who do most of their shopping in Goodrich. The primary impact, however, was on the elementary school system, which more than doubled in size after the center began operations. And since the families are only at the center for two months, this new population of school children was highly mobile. In order to cushion these social and economic blows on the community, MET planners did considerable spadework in Goodrich prior to the center's opening. For example MET made provisions to supply extra desks and to furnish teacher's aides to the local elementary school. Monthly meetings with the school board were set up, and are still held, in order to anticipate and solve problems before they occur. As a result of these activities, MET originally established and has maintained excellent relations with the community of Goodrich.

The residential center actually began operations in November 1972 after two years of planning and construction. From January to June 1973 the center operated smoothly as planned. In June 1973 the residential center suffered a disastrous flood which virtually destroyed the facilities. The program was able to temporarily relocate some families in residence to a summer camp facility near Livingston, Texas. Some of the families were moved into Phase III (job placement) early. The remaining families, those who had arrived at the center most recently, were sent back to the base area. The program replaced all its families' household goods which were lost in the flood.

The residential center was inoperative from July 1973 to January 1974. This period was devoted to activities related to rebuilding the center: soliciting and evaluating bids from construction firms, filing insurance claims to replace the lost equipment and awarding and negotiating the construction contracts. These activities were interrupted by still another flood in November 1973. Despite this further setback, the contract to rebuild the center was awarded in December 1973, operations began again in January 1974, and by March 1974 the center was fully operational again.

4.3.5 Evolution of Funding

Initially, MET was funded out of Community Action Program funds. After breaking away from the Jefferson County Community Action Program, MET began in 1968 to receive "III-B" funding, which referred to the title in the Economic Opportunity Act (EOA) under which these funds were appropriated by Congress. These funds continued to be the primary source of support for MET through the period of time that the Migrant Branch was moved from the Office of Economic Opportunity (OEO) to the Department of Labor and up until the time that MET began receiving support under Title III of the Comprehensive Employment and Training Act of 1973 (CETA). In particular, approximately $1 million in EOA Title III-B funds were awarded to MET for construction of the residential center. After the flood, another $200,000 was awarded to the program to assist in rebuilding the center.

The EOA Title III-B funds were awarded by "program accounts." These program accounts were:

(1) Administration (Program Account 87); supports the central office staff in the areas of administration/management (procurement, inventory, personnel and payroll),

(2) Center[14] Activities (Program Account 89); outreach, counseling, day care, job development and placement, instruction, board travel allowances and staff and participant supplies, and

(3) Comprehensive Family Relocation Program (Program Account 94); outreach, counseling, child care, medical services, maintenance of facilities, and OJT contracting.

The residential center is supported under (3). However, some funds under the other two accounts certainly contribute to the residential center operation. The residential center receives referrals as a result of outreach activities conducted under (2), and a large part of MET's administrative resources are allocated to residential center operations.

As an example of the amount utilized under (3) above, the Manpower Administration awarded MET a supplemental (to an existing grant) grant of EOA Title III-B funds amount of $466,000 to cover the period from March 1, 1974 to February 28, 1975. The breakdown of this amount presented in the grant application, however, contained no funds for outreach or administrative support.

---

[14] "Center" here refers to MET's overall operations: the corporation operates six non-residential service centers in addition to the residential center in Goodrich.

Grants awarded to MET in the past other than those discussed above are listed below:

Grantor	date	amount
Manpower Administration (MDTA - Title I)	June 1, 1972	$354,300
Dept. of Health, Education & Welfare, Office of Education	June 1, 1972	$254,700
Texas Employment Commission (stipends for participants)	June 1, 1972	$321,000
EOA Title III-B funds (OEO)	Dec. 1, 1973 Sept. 1, 1972	$286,000 $300,000

4.3.6 Build-Up Rates

MET's residential center began operation in November 1972. By January 1973 the center was operating at its capacity of 40 families. This pattern was repeated after the flood. The program resumed operational status in January 1974 and was again operating at full capacity by March 1974. The staff remained constant at 25 during the entire history of the project.

4.3.7 Changes in the Operating Organization

MET, Incorporated has been the sole operating organization of the MET Family Relocation Project, with no significant changes in its corporate organizational structure during the tenure of the residential center operation.

4.4 MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INCORPORATED

Historical data on this program have been extracted from a number of documentary sources[15] as well as personal interviews with staff members during the site visit.

---

[15] In addition to the Mountain-Plains report (Flores, 1973) and the AJC evaluation (Glasso et al, 1971), respectively, grant applications dated January 1972 and March 1974 were utilized. Also, An Evaluation of Choanoke Area Development Association (CADA), prepared for OEO by Development Associates, Inc., Washington, D.C., October 1971 (also cited in the list of references) was used.

Black farmworkers in the rural Southeast suffer considerable economic and social deprivation. To make matters worse, the number of jobs available to farmworkers is diminishing in that area, just as it is all over America. In North Carolina, where the Migrant and Seasonal Farmworkers Association, Inc. (MSFA) operates its Training Center, the number of jobs for farmworkers was approximately halved during the 1960's and is projected to be halved again in the 1970's.[16] The purpose of MSFA's Training Center is to provide the means by which its participants can be given the skills with which to free themselves from this hopeless condition.

In MSFA's view, in order for migrant and seasonal farmworkers to upgrade their economic status, they must obtain non-farm jobs which allow them entry into the industrial mainstream. Furthermore, in order for farmworkers to obtain these jobs, they must be trained both vocationally and personally. Whereas the acquisition of a skill might prepare a farmworker for fulfilling the duties of a new higher-paying industrial job, it does not necessarily prepare him for existence within the social environment of his work, his community, or his home, all of which presumably would be changed as a result of his training experience. In MSFA's view, job training alone for members of its target population would result in the trainee's disorientation within the new situation, especially when he has a family and has uprooted its members from their accustomed world of farm labor.

MSFA perceives that a residential approach to training is needed to ease the transition between the agricultural and industrial environments. MSFA staff members feel that the non-residential approach to upgrading farmworkers is too much like a public school, in which many of the program's target population had already experienced failure and from which many had dropped out. On the other hand, according to MSFA, it is a far different result when the participant lives where the learning takes place: the non-residential approach is a "break" in the participant's normal life whereas the residential training setting becomes his or her normal life.

---

[16] Census data indicate that the number of North Carolina jobs in the category "farm laborers and foreman" decreased from 74,899 in 1960 to 36,972 in 1970. The North Carolina State Employment Security Commission projects that "Farmworkers will continue to decrease in number from 5.9% of the state's workers in 1970 to only 2.9% in 1980." (Source: North Carolina Manpower Projections to 1980.)

MSFA is a strong proponent of the need for a family-based residential training approach in upgrading its target population. Their operating philosophy, however, stresses the employment training aspects of this type of program. In its March 1974 grant proposal to the Department of Labor's Migrant Branch MSFA made the point that:

> The 'well-rounded curriculum' approach, based upon a schedule involving part skill training, part educational training, part social training, and part economic training has some advantages; even here, however, the scattered and segmented program does not lend itself to an integrated process of transition. The training center proposed includes the learning and practice of all areas - but all emanating from the first: skill training for job placement.

MSFA has therefore placed itself on record as emphasizing employment training over socialization in the operation of its Residential Center.

4.4.1 Characteristics of the Target Population

Data in Table 4.9 have been compiled in order to estimate the characteristics of MSFA's target population. Since the program originally operated only in the four-county area served by the Choanoke Area Development Association (CADA), statistics are compiled for this area as well as for the entire state, which is MSFA's current operating area. Since over 90% of the program's participants have been Black, the characteristics of North Carolina's Black poverty families are also included in Table 4.9. The best estimate of the size of the Training Center's target population is the 35,692 count of civilian male heads, under 65, of Black poverty families.

4.4.2 Characteristics of Program Participants

Table 4.10 presents the characteristics of MSFA participants. The very low average annual salary is noteworthy: MSFA participants' pre-program salaries are by far the lowest of the programs included in this study, despite the fact that in 50% of the families for whom data were collected both husband and wife worked. These low salaries are ameliorated womewhat by the fact that many of these families do not pay rent, which is a characteristic of the "plantation economy" in which they live. Often they live in a house on a farm which has been built

Table 4.9

Characteristics of the Poverty Population in Catchment Areas of Migrant and Seasonal Farmworkers Association, Incorporated

Characteristics	Original CADA Area	North Carolina-All Rural plus Non-Rural Non-SMSA	North Carolina Black Families-All Rural plus Non-Rural, Non-SMSA
1. Estimated Number of Families Below the Poverty Level	9,238	174,471	70,054
(a) Ethnic Composition			
Black	76.7%	40.2%	100%
Other	23.3%	59.8%	0.0%
(b) Percent Receiving Public Assistance Income	21.03	15.1	21.34
(c) Average Annual Family Income in 1969 Dollars	$2,073	$2,026	$2,287
(d) Average Family Size	4.82	4.08	4.79
(e) Families with Female Heads	2,597	46,410	24,651
(f) Estimated Number of Families in the Target Population (Civilian Male Heads Under 65)	4,965	88,680	35,692
2. Percent of Total Families Accounted for by (1)	32.08	17.8	42.5

Source: U.S. Bureau of the Census, Census of Population: 1970, General Social and Economic Characteristics, Final Report PC(1)-C38, North Carolina

Table 4.10

Characteristics of Participants of Migrant and Seasonal Farmworkers Association, Inc.

Characteristic	Minimum	Maximum	Mean	N
age:				
men	19	47	25.6	40
women	14	42	23.2	40
pre-program annual gross family income of those in the labor force	$456	$5,020	$1,448	40
family size	2	16	3.95	40
years of school completed:				
men	2	12	9.3	40
women	0	12	8.6	40
achievement grade level scores				
mathematics				
men	3.0	9.0	5.1	35
women	1.9	8.8	5.1	35
reading				
men	1.2	9.0	6.0	35
women	1.0	9.0	6.0	34
indebtedness of those who had some debt at entry	$ 79	$14,000	$2,122	14
ethnic background				
Black				37 (92.5%)
Chicano				1 (2.5%)
Native American				0 0
White				2 (5.0%)

especially for hired help by the farmer, or he has allowed his farmworkers to build their own house on his property. Not all of the MSFA target population live in a house on someone else's land, though. The $14,000 maximum debt is most likely a home mortgage.

4.4.3 Geographic Information

Figure 4.4 has been prepared to show the geographical aspects of MSFA's operation. The location of MSFA's headquarters and the location of the Rich Square, N.C. training center are shown. The four-county Choanoke Area Development Association region, from which the program originally recruited its target population, is shaded. Currently MSFA has divided the state into eight operating districts in which MSFA maintains local offices and from which Training Center participants are recruited. The boundaries of these districts are also indicated in Figure 4.4 as well as the numbers of 1973 completer families recruited from and placed in each district.

4.4.4 Program Startup

The Choanoke Area Development Association (CADA) was originally incorporated in 1961 to enhance the economic development of the four counties of Bertie, Halifax, Hertford, and Northampton in northeast North Carolina. CADA operated with Community Action Program funds after the Economic Opportunity Act was passed. The CADA Family Development Project was operational by 1968 and consisted of four "Phase I" nonresidential centers (one in each CADA county) and the "Phase II" residential center in Rich Square, North Carolina. The capacity of each Phase I center was 25-40 individuals. The Phase II center served at any one time up to 50 families. The RCA Service Company actually operated the Family Development Project as a subcontractor to CADA. Under the contract between CADA and RCA, RCA supplied the following services:

- administration
- instruction in vocational training, adult basic education and home management/life skills
- day care
- counseling, and
- general services (medical, recreational, job placement, etc.).

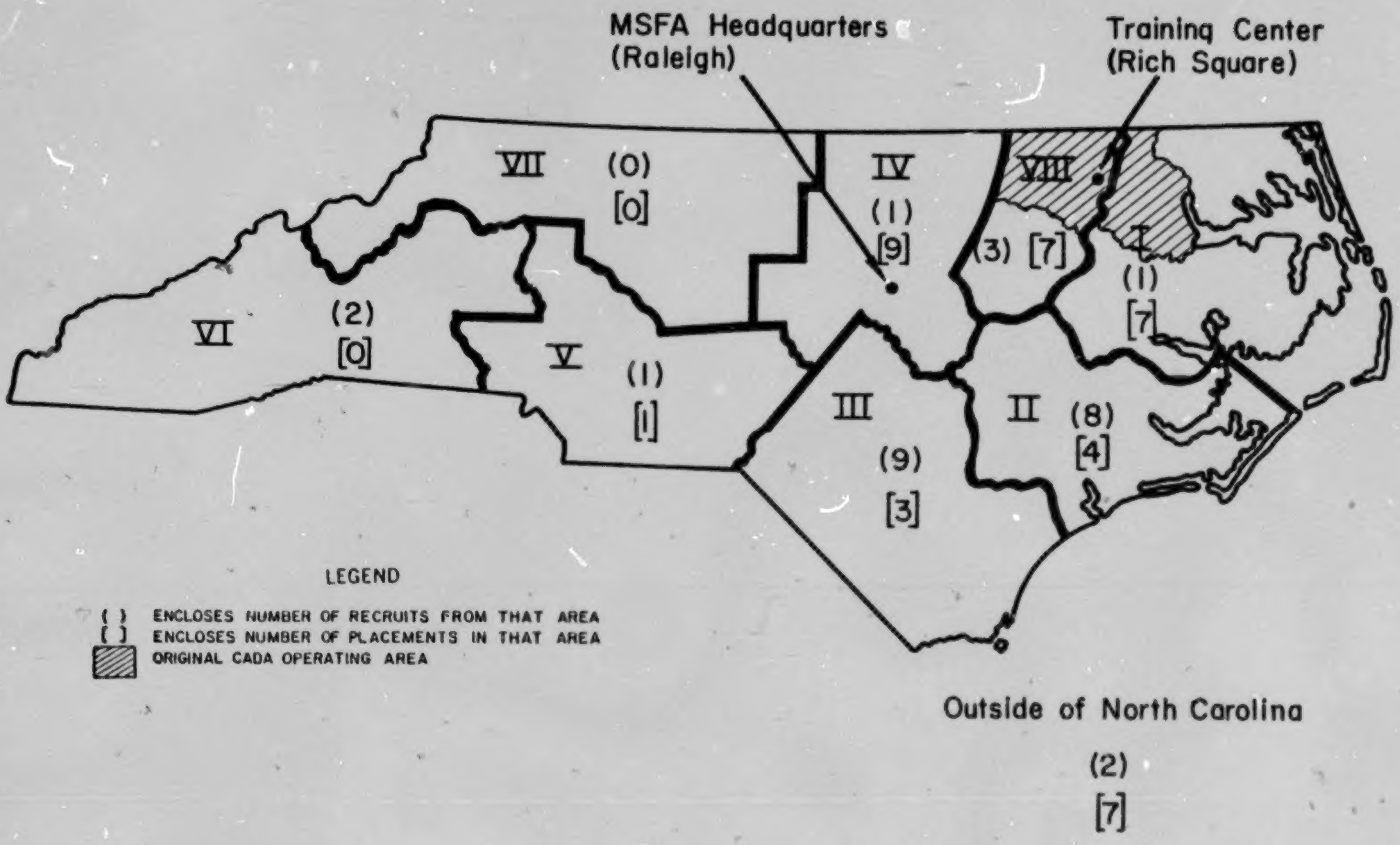

MSFA Headquarters (Raleigh)
Training Center (Rich Square)
VII (0) [0]
IV (1) [9]
VIII (3) [7]
I (1) [7]
VI (2) [0]
V (1) [1]
III (9) [3]
II (8) [4]
LEGEND
( ) ENCLOSES NUMBER OF RECRUITS FROM THAT AREA
[ ] ENCLOSES NUMBER OF PLACEMENTS IN THAT AREA
▨ ORIGINAL CADA OPERATING AREA
Outside of North Carolina
(2)
[7]

Figure 4.4
Map of North Carolina Showing MSFA's Operating Areas

CADA performed the following functions in the operation of the Family Development Project:

- bookkeeping
- legal services
- facilities maintenance
- housing development for program completers, and
- economic development

Because of the contractual agreement between RCA and CADA, the project was known as the "RCA/CADA Family Development Project."

The Phase I nonresidential centers performed functions similar to MET's Phase I program, namely recruitment, adult basic education and pre-vocational training. Only the head-of-household participated in the Phase I program and no supportive services were provided to other family members. Tenure in the Phase I program was from 3 to 12 months, long enough to provide basic education and to bring the potential Phase II participant's reading and writing level up to where residential vocational training was more profitable. Vocational selection was also made in Phase I. Participants were awarded stipends for their Phase I activities.

Although female heads-of-household were theoretically eligible for the RCA/CADA program, only a very few went into Phase I and none into Phase II.

In 1971, the RCA/CADA program expanded its recruitment area by adding seven additional northeastern North Carolina Counties. Aside from this expansion, the program operated in its original form until March 1972. At that time the four Phase I nonresidential centers were closed, and the recruitment area was further expanded to include the entire state. During 1972 the Migrant and Seasonal Farmworkers Association, Incorporated was formed and began assuming responsibilities for operations at the project by taking over the recruitment, job placement, and relocation components. MSFA became the sole operating grantee for the project on March 1, 1973.

4.4.5 Evolution of Funding

Virtually all of the support for the MSFA training center has been from the Migrant Branch, originally in OEO and later merged into the U.S. Department of Labor. Funds for operating the program were from appropriations under Title III-B of the Economic Opportunity Act (EOA) of 1964, as long as that Act was in effect. Support for the program currently is from funds appropriated under the Comprehensive Employment and Training Act of 1973 (CETA).

Amounts of EOA Title III-B funds received for four operating years are presented immediately below:[17]

Operating Year	Amount
3/1/71 - 2/29/72 (CADA)	$1,398,774
3/1/72 - 2/28/73 (CADA)	984,239
1/1/73 - 12/31/73 (MSFA)	529,058
3/1/74 - 2/28/75 (MSFA)	637,298

As with MET, the residential training center is only one component of MSFA's overall operation.

4.4.6 Build-Up Rates.

The following data are reproduced from the Mountain-Plains report (Flores, 1973):

Date	Event
May 1968	contract award to RCA
September 1968	first family arrived at residential center
December 1968	38 families in residence by end of December
March 1969	first placement

The staff size for this residential center has always been in the range from 35 to 45.

4.4.7 Changes in the Operating Organization

As was mentioned earlier, the MSFA Residential Center was originally operated by the RCA Service Company as a delegate agency (subcontractor) under CADA. By the middle of 1971, OEO's Migrant Branch was beginning to pressure CADA to ease out RCA as the operating contractor at the Center. Apparently a large profit-making corporation such as RCA, which charged CADA a 6.5% fee in addition to direct labor and overhead for operating the center, was an anathema to OEO's Migrant Branch. This pressure from OEO placed CADA in an uncomfortable position from two standpoints:

---

[17] Sources: the Development Associates, Inc. report cited earlier in footnote #15 and a document produced by MSFA entitled Report of Accomplishments January 1 through December 31, 1973, which is cited in the list of references.

(1) CADA did not have the staff capability to do an effective job of planning for transferring operational responsibility from RCA to another delegate agency more acceptable to OEO, and

(2) CADA had remained distant from the operations of the center and had therefore acquired little or no expertise in operating such a program; thus they were in no position to assume the operational role themselves.

Thus, CADA was unable to take any specific action to comply with OEO's request. The stage was therefore set for a new operating organization to take over the center.

In March 1972, a reduction in OEO's grant caused the four non-residential centers to be closed. At the time the rationale for taking this action was that the recruitment area had expanded to include the entire state, so that the value of the Phase I activities was diminished. The North Carolina Council of Churches' (NCCC) Migrant Project assumed the responsibilities for recruitment, placement, and relocation under another subcontract to CADA, since NCCC was a statewide organization and operated a program of its own to assist migrant farmworkers.

On September 1, 1972, halfway into the program year from March 1972 through February 1973, NCCC Migrant Project was notified that it would become the grantee effective March 1, 1973. This group spun off from NCCC and became incorporated in November 1972 as MSFA. January and February 1973 was a phase-in/phase-out period during which there was a transfer of control from RCA/CADA to MSFA, and on March 1, 1973 MSFA assumed total responsibility for Center operations.

4.5 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC.

This comprehensive program is a family-based residential career education program operated by the Mountain-Plains Education & Economic

Program, Inc. (hereafter referred to simply as "Mountain-Plains" or "the Mountain-Plains program"). The program was originally established in order to:

(1) provide services, i.e., career education, to disadvantaged rural families in a residential setting,

(2) perform research and development by investigating the value of a comprehensive residential career education program for improving the economic and human viability of rural multi-problem families, and

(3) contribute to the economic development of the area by utilizing the facilities at Glasgow Air Force Base, Montana, thereby cushioning the negative economic effects of deactivating that base.

Establishment of the program therefore fulfilled three important needs.

The target population toward which the Mountain-Plains program has been directed throughout most of its history is the rural[18] poor population of North and South Dakota, Nebraska, Wyoming, Montana, and Idaho, a huge sparsely-populated geographic area.

4.5.1 Characteristics of the Target Population

Table 4.11 presents some of the counts and characteristics of the Mountain-Plains Target Population. The data have been extracted from Volume I of the National Needs Assessment component of the Abt Associates Inc. evaluation of Mountain-Plains (Bale et al., 1976). The information in Table 4.11 pertains to the five-state area served by Mountain-Plains' new grantor, the Old West Regional Commission, which is comprised of the Dakotas, Wyoming, Montana and Nebraska. Although the governors of the Old West Regional Commission states have formally extended an invitation to Idaho to continue to participate in the operation of Mountain-Plains, at the time that the data for Table 4.11 were compiled for the National Needs Assessment, the primary interest was in determing the characteristics of target populations in the U.S. Department of Commerce Economic Development Regions (EDRs). For the Old West Regional Commission was considering assuming the sponsorship of Mountain-Plains and the hope was

---

[18] In 1976, however, Mountain-Plains began recruiting in the Omaha and Lincoln, Nebraska SMSAs.

Table 4.11
Characteristics of the Target Population of the Mountain-Plains Education & Economic Development Program, Inc.

Characteristics	Mountain-Plains/Old West Region-All Rural plus Non-Rural Non-SMSA
1. Estimated Number of Families who meet the Mountain-Plains Entry Criteria	104,600
(a) Distribution over Ethnic Groups of (1):	
White	92.8%
Black	0.5%
Chicano	2.0%
Native American	4.7%
(b) Average Annual Family Income of (1)	$ 3,733
(c) Average Family Size of (1)	4.82
2. Families with Female Heads	15,900
3. Families with Male Heads	88,700

Source: Bale et al., Family-Centered Residential Career Education and the Rural Poor: A National Needs Assessment. Cambridge: Abt Associates Inc., 1976.

that other regional economic development commissions would replicate Mountain-Plains in their own EDR. Hence, the target population in Idaho, which is part of the EDR served by the Pacific Northwest Regional Commission, was included in the analysis for that area. The effect is to understate the counts of families in Table 4.11.

4.5.2 Characteristics of Program Participants

Table 4.12 presents the pre-Center characteristics of 975 Mountain-Plains participant-families (Myers and Sampson, 1975). Since Mountain-Plains is the only program studied here with a significant number of participant families with single heads-of-household, this category has been included in Table 4.12.

4.5.3 Geographic Information

The Mountain-Plains Program is a regional program serving the six states of Montana, Wyoming, Idaho, North Dakota, South Dakota and Nebraska. The residential facilities are located at the Glasgow Air Force Base at Glasgow, Montana, In addition, full time field offices exist in Helena, Montana; Cheyenne, Wyoming; Boise, Idaho; Lincoln, Nebraska; Bismarck, North Dakota, and Pierre, South Dakota.

Mountain-Plains' isolated location in relation to population centers, participant supply, industry, and transportation present real disadvantages. For reasons of remoteness, normal commercial relations are subject to unusual difficulties and delays. A problem faced in staff recruitment has been the reluctance of professional people to locate in Glasgow. Distance (600 - 1,000 mile round trips even within the state of Montana) limits the practicality of auto travel and makes scheduled air line travel time-consuming and costly.

Figure 4.5 shows the current Mountain-Plains operating area and the locations of the program's facilities. Figure 4.5 also indicates the states of origin and states of relocation for 520 Mountain-Plains participants in the Follow-Up Study data base. As is the tendency with other programs, the area of the Residential Center tends to capture a slightly higher than average amount of program exiters.

Table 4.12

Characteristics of Participants
Mountain-Plains Education & Economic Development Program, Inc.

Characteristics	Mean or Percent	N
1) Age:		
a) men	26.4	975
b) women	23.2	975
2) Years of school completed:		
a) heads of household	10.97	975
b) spouses in two-parent families	11.37	778
3) Test scores		
a) achievement grade level mathematics		
- heads of households	10.3	921
- spouses	10.3	702
b) achievement grade level reading		
- heads of households	11.1	921
- spouses	10.6	702
4) Ethnic Composition		
Black	.8%	8
Chicano	4.6%	45
Native American	14.2%	138
White	80.4%	784
5) Number of Parents in Family		
two	80%	778
one	20%	197
6) Family size	3.53	975
7) Pre-program annual gross family income for those in labor force	$3,177	975
8) Gross short term debts at entry	$704.96	975

NO. 3133. OUTLINE MAP OF UNITED STATES.
codex GRAPH PAPER ® IN STOCK DIRECT FROM CODEX BOOK CO. INC. NORWOOD, MASS. 02062
PRINTED IN U.S.A.

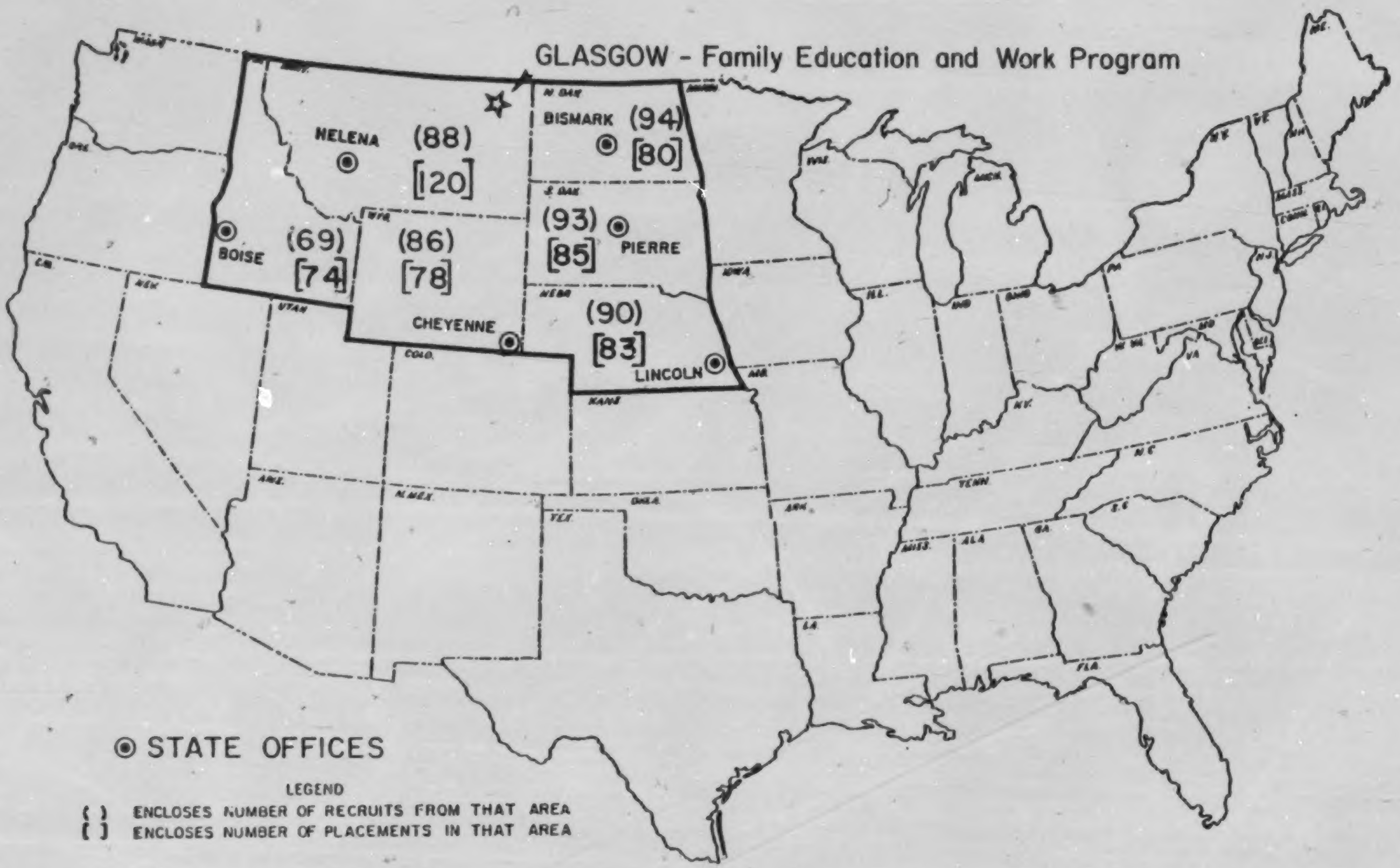

GLASGOW - Family Education and Work Program
HELENA (88) [120]
BISMARK (94) [80]
BOISE (69) [74]
(86) [78]
(93) [85] PIERRE
CHEYENNE
(90) [83]
LINCOLN
⊙ STATE OFFICES
LEGEND
( ) ENCLOSES NUMBER OF RECRUITS FROM THAT AREA
[ ] ENCLOSES NUMBER OF PLACEMENTS IN THAT AREA

Figure 4.5
Map of U. S. Showing Mountain-Plains Operating Areas and Locations
Training Center and State Offices

4.5.4 Program Startup

In 1968, the Strategic Air Command base at Glasgow was officially closed, leaving a huge complex of housing and other buildings vacant. The availability of these facilities generated a number of suggestions for their effective utilization. And the citizens of Glasgow contacted Senator Mansfield of Montana to express their concerns with respect to the local adverse economic effects of closing the base. A 1970 study conducted by Eastern Montana State College concluded that the facilities would be best suited to some type of an educational program. These events led to the suggestion that, in view of the nature of the facilities available, the base would serve as an excellent site for a family-type educational program.

In April of 1971, the Office of Education, National Center for Educational Research and Development of the Department of Health, Education and Welfare authorized a grant in the sum of $4,000,000 for the period ending April 30, 1972, to establish a demonstration program in residential family career education at the Glasgow Air Force Base. Authority for the grant was the Vocational Education Act of 1963, as amended by PL 90-576 of October 16, 1968. Subsequent to the initial notification, Mountain-Plains was designated by the Office of Education as one of four national career education research and development models and, following the establishment of the National Institute of Education in mid-1972, project responsibility for the Mountain-Plains program was assigned to this agency.

The several months following the initial grant notification were devoted to legal processes, initial staffing, facilities identification and other startup activities. By the latter portion of 1971, initial family programs had been formulated and staffing was accelerated to meet the needs of the first operational phases of the program. Sufficient building space was available to accommodate the staff, although in some instances it was temporary. Sufficient housing for families in limited numbers was also opened at this time.

The first Mountain-Plains staff arrived at Glasgow Air Force Base in July of 1971. Temporary offices were operated until a lease agreement for buildings could be negotiated. In September of 1971 a team of United States Air Force specialists, DHEW engineers and grants officers, Safeguard officials and Mountain-Plains staff met at Glasgow Air Force Base to negotiate the documents to define lease arrangements and inter-agency relationships that would govern the Glasgow Air Force Base facilities users. Once the lease agreement was approved by Mountain-Plains and DHEW, the Mountain-Plains Program had an inventory of buildings and plans for utilizing them could now be prepared.

Plans were prepared for instructional and office facilities in consultation with CTA, an architectural consultant firm in Billings, Montana. The plans were presented to the Board of Directors in Denver; they had to be re-prepared since the USOE project officer imposed a re-arrangement budget, at that meeting, which was less than planned.

After the ground rules were known, and despite the weather, transportation and communications obstacles, by October of 1972 all educational facilities were adapted and utilized; office facilities were operational, and participant family housing ready on an anticipatory basis.

In December of 1972, the USAF requested all base facilities users to meet again to renegotiate the tenants' Memorandum of Agreement. In January of 1973, Mountain-Plains signed a new lease supplement to the old lease agreement. This agreement called for returning some buildings to the Air Force in exchange for others. The exchange, however, allowed Mountain-Plains Program to sub-lease health care facilities to Programs Research Institute. By January 1, 1973, the Mountain-Plains Program had operations being conducted in eleven separate buildings utilizing 183,000 square feet. The residential units, primarily for participant family housing, numbered over 200 units and over 305,000 square feet.

4.5.5. Evolution of Funding

The original commitment to Mountain-Plains from the Office of Education (OE) was for $20 millions to be utilized over a 5-year period. The first two grants were awarded by the U.S. Office of Education. Subsequent funding for Mountain-Plains was through contracts with the National Institute of Education (NIE) after the agency was established in mid-1972 and the Old West Regional Commission (OWRC).

Funds from these grants and contracts were utilized as follows:

Funding Period	Funding Source	Date of Award	Expenditures in Millions of Dollars
1	Grant from OE	April 1971	2.2
2	Grant from OE	May 1972	5.6
3	Contract with NIE	August 1973	4.5
4	Contract with NIE	August 1974	5.0
5	Contract with NIE	August 1975	2.3
	Funds from OWRC[19]	October 1975	1.0
	Funds from OWRC	January 1976	2.0
6	Contract with OWRC	September 1976	4.8

The original Research and Development plan for Mountain-Plains called for a winding-down of the program in Fiscal Year 1976, as indicated by the above spending profile for OE and NIE funds. However, in 1975 the governors of the six states served by Mountain-Plains met and decided to try to keep the program in operation (provided that the states themselves would not have to bear any of the expenses of the program). As a result of this meeting, the Old West Regional Commission, with Idaho in the role of an associate member, requested and was appropriated $3.0 millions from the Department of Commerce's Economic Development Administration which was earmarked for Mountain-Plains' continued operation at full strength through September 1976. In the summer of 1976 the U.S. Senate appropriated $5.0 millions for Department of Labor funds which were transferred to the Old West Regional Commission to continue operating Mountain-Plains through September 1977.

4.5.6 Build-Up Rates

In February 1972 the first of the initial twelve families arrived and by February 28 all twelve were enrolled. A pilot phase continued then to April 24. Participant build-up continued after this date at approximately five families per week through August of 1972.

Starting in October 1972, recruitment was accelerated in order to reduce the amount of time required to bring enrolled participant families up to the maximum envisioned figure of 200. This level was attained at the end of March 1973. Staff build-up was roughly equivalent to that of participant families. By December 1972 Mountain-Plains staff numbered approximately 175. The authorized maximum staffing was 186.

---

[19] OWRC transferred funds to NIE and, in turn, NIE increased the amount of the contract with M-P by $3.0 millions.

4.5.7 Changes in the Operating Organization

The Mountain-Plains program was operated until the fall of 1976 by the Mountain-Plains Education & Economic Development Program, Inc. During most of this time the program itself was referred to as "the Mountain-Plains Program." In 1976, the name of the program was formally changed; first to the "Family Education and Work Program" and later to the "Family Education and Employment Program." We refer to the program as "Mountain-Plains."

At the time of the conclusion of the NIE contract, the MP corporation failed to come to an agreement with the new funding agency (OWRC) over the terms of the new contract. When negotiations regarding the terms of the contract became deadlocked, the Old West Regional Commission established a new corporation, Family Training Center (FTC), Inc. and awarded a new contract to FTC, Inc. The new corporation has a new management team, which means that Mountain-Plains is beginning its sixth year of operation with an entirely new executive group.

Although Idaho is not a member of the OWRC, it continues to participate in the program, as was noted earlier.

4.5.8 Other Historical Data

Mountain-Plains' current state of development evolved from a stormy beginning. Eighteen months after initiation of the program, personnel changes occurred in five of six top management positions. There were serious controversies concerning program design, curriculum design, and whether research and development were to be accepted aspects of the program. At least four major changes occurred during the program's design and development stages. First, it was assumed that research, and particularly evaluation, could be accomplished by a single program component--a Research Services Division. That approach was found to be unworkable. As a consequence, evaluation became the responsibility of the entire project and of every component within the project. Leadership and coordination of this effort, and the provision of technical expertise, became the responsibility of the Research Services component. It was recognized that evaluation could not be separated from treatment but instead must be imbedded within treatment. Further, it was recognized that evaluation could not be instituted as a "closed system" merely paralleling the remainder of the program.

A second adjustment followed a realization that program design could not be accomplished efficiently one step at a time as described in the textbooks. For example, instructional objectives could not be entirely finalized prior to deciding upon the instruments necessary for measuring their attainment or the designing of programs. A more efficient approach was to begin these subsequent steps at a time when objectives were well stated but not entirely finalized. Through the subsequent process actual objectives became clearer. The conclusion was that several steps in a design process should, and can, be in progress simultaneously.

A third change in program development was the increased acceptance and understanding of Mountain-Plains' research function by the staff in general. As better communication allowed increased staff sophistication and participation in objectives development and evaluation, the staff came to accept, and even prefer, the rational (goal-oriented) approach required.

Finally, it was discovered that the technical expertise required for the completion of a design and development effort undergoes change in the midst of that effort. Initially, technical expertise in system design was required. Later, expertise in formulating, evaluating, and reformulating objectives became necessary. A need to solidify and polish tests and measurements then emerged. There was need for expertise in interpreting and writing results. It was difficult to find staff who could provide the expertise required for all of these phases. As a consequence, it became necessary to add new types of staff expertise as the evaluation effort proceeded.

In the opinion of the Mountain-Plains staff, very little usable curricula were found to be available for purchase. Consequently, they undertook the development of their own curriculum. Mountain-Plains designed a pattern for curriculum development which included:

(1) The identification of detailed and sequenced performance activities required for the achievement of respective student terminal performance objective and job skills.

(2) The development of a format and system for constructing learning activity packages as vehicles for student attainment of these performance activities, each learning activity package to be self-contained with pretest and post test, etc., and then to be organized into units and courses.

(3) The in-service training of 40-50 staff members in this technique.

(4) The supervision and coordination of that staff as they did task analyses and created content or adapted selected existing content to this curriculum approach and then constructed comprehensive pretests and post tests (both cognitive and performance) for each area.

(5) The creation of forms, procedures, computer programs and a staff of full-time advisors to guide and monitor each student through the total program.

This curriculum development effort encompassed all aspects of the educational component of the program: family core curriculum, foundation education, and job training.

Mountain-Plains' overall curriculum development goal was to create a learner-centered environment which would allow the instructor to serve as one resource within that environment. The student has become largely his/her own curriculum manager with the instructor daily monitoring and facilitating student progress while a central office, utilizing computer assistance, monitors student progress at a less detailed level and coordinates his/her entire schedule.

Curriculum production difficulties arose in that, through outside pressures and early leadership problems, extensive program redevelopment became necessary after the program had a full complement of student families to educate and assist. Through the addition of temporary staff and a well-managed effort, the curriculum development was accomplished. Organized by courses and units, the curriculum now includes some 2,700 learning activity packages.

A variety of other factors contributed to the difficulty of program development, including the geographical isolation of the program; the military red tape consequent to operation on an Air Force facility; fears and misconceptions about the program held by local townspeople;

the difficulty of creating an individualized, human development program with staff educated to work in traditional programs; and the problem of doing all this with a full complement of student families on center.

In 1976 Mountain-Plains is in transition phase from its research and development (R&D) role to an operational role. At the time of this writing, it is not clear what effects this transition will have on the program. The changeover from one operating corporation to another has already been noted. Also, the name of Research Services has been changed to Technical Support Services. The budget for Fiscal Year 1977 indicates that there is some reduction in force planned, and a few key people in Research/Technical Support Services have resigned. However, it appears that most of the functions of what used to be called Research Services are so vital to the program's design and operation that they must continue. This division performs all the testing, and extensive testing has been built into all parts of the curriculum developed by Mountain-Plains. The new Technical Support Services group will continue to develop new tests. The internal evaluation role of Research/Technical Support Services may or may not be maintained. Technical Support Services will, as it has in the past, assist the Executive Director in preparing quarterly management reports and grant proposals and in carrying out special projects.

4.6 CROSS-PROGRAM COMPARISONS

Tables 4.13, 4.14, and 4.15 are presented as a summary of some of the main information items in this chapter. The main purpose of these tables is to display information items which are common to all programs together in the same place for quick and easy comparisons among the programs. Table 4.13 contains general historical and geographic information. Tables 4.14 and 4.15 present characteristics of the target populations and participants, respectively.

Table 4.13

Cross-Program Comparisons - Historical and Geographic Aspects

CATEGORY	AJC	METC	MET	MFSA	N-P
1. Program Site	• Casa Grande, Ariz.	• Madera, Calif.	• Goodrich, Tex. with administrative headquarters in Cleveland, Tex. and two non-residential regional centers in Laredo and Eagle Pass, Tex.	• Rich Square, N.C. with administrative offices in Raleigh, N.C. and eight district offices serving the entire state of N.C.	• Glasgow, Mont. with field offices in Helena, Mont., Cheyenne, Wy., Boise, Id., Lincoln, Neb., Bismarck, N.D., and Pierre, S.C.
2. Operating Areas	• Pinal County, Ariz. startup • Entire State of Ariz.	• Entire U.S.	• Primary Recruitment ("Base Area"): Rio Grande Valley (program operates all over Tex. but most participants come from Rio Grande Valley) • Placement area: East Texas	• Four northeastern N.C. counties at startup • Eleven northeastern counties from March 1, 1970 to Feb. 28, 1972	• Idaho, Montana, Nebraska, North Dakota, South Dakota, Wyoming
3. Important Events and Their Dates, including changes in Operating Organizations	• Incorporation of AJC, Inc.; Nov. 1967 • First pilot phase family enters program; June 1970 • First operational phase family enters program; Feb. 1971	• First family enters program; April 1967 • Philco-Ford replaced by Amer. Indian Enterprises, Inc. as contractor; Nov. 1972	• Incorporation of MET, Inc.; June 25, 1968 • Residential Center begins operation; Nov. 1972 • Residential Center inoperative due to flood; June 1973 to Jan. 1974	• CADA signs contract with RAC; May 1968 • First family enters Family Development Program; Sept. 1968 • NCCC displaces CADA as grantee; Sept. 1972 • MSFA incorporated; Nov. 1972 • MSFA becomes frantee; Jan. 1973	• Initial grant award by USOE; April 1971 • Incorporation of NPEEDP, Inc.; April 1971 • First family enter program; Feb. 1972 • NIE begins administering grant; July 1972
4. Build-up Rates and Program Capacities	• Ten families during pilot phase from June 1970 to Feb. 1971, when all pilot phase families were placed in AJC jobs; operational phase began in Feb. 1971; number of families increased to 106 families in June 1972, then decreased, finally levelling off at 65-75 families during 1973; no families from Nov. 1974 until April 1975; 40 families from May 1975 until March 1976; no families after March 1976 until the time of this writing • Staff buildup: 20 staff members in June 1970; increased steadily to 110 staff members in Nov. 1973; gradually diminishing until program suspension in March 1976; four staff members after program suspension until present (May 1976)	• From no participants in April 1967 to 250 participants in Sept. 1971 under Philco-Ford; under AIE dropped to approximately 20 participants in Oct. 1973; built back up to 100 participants by May 1976 • Staff size under Philco-Ford build up to 132 in 1971; under AIE, staff size remained in the range 40-50	• From Nov. 1972 to Jan. 1973 built up to full capacity of 40 families; no families in residence from June 1973 to Jan. 1974; back up to capacity by March 1974 • Staff size remains constant at 25	• From no families in Sept. 1968 to 38 families in Dec. 1968 (program capacity is 50 families; program has operated at around 90% capacity since then • Staff size always between 35 and 45	• Twelve families during pilot phase from Feb. 1972 through April 1972; five families admitted per week from May 1972 through August 1972; from approximately 100 families in Sept. 1972 to 200 families in March 1973; program capacity is 200 families • Staff build up approximately at the rate of .875 times family build-up, levelling off at around 175
5. Evolution of Funding: Sources and Approximate Amounts	• Nineteen major grants or contracts from 12 different funding sources: Ford Foundation, Arizona State Dept. of Voc. Rehab., RSA, HUD, OEO, Ariz. Dept. of Health, Health Services & Mental Health Admin. Ariz. State Dept. of Economic Security, DOL, Community Services Admin., Central Ariz. Association of Governments • Operating costs in thousands of of dollars by U.S. Gov't. Fiscal Years: 1969 83.2 1972 1283.0 1970 245.5 1973 1383.1 1971 1134.4 Approximately $1.2 millions/ year after 1973 until program suspended • 17% of above expenditures from private sources (Ford Foundation) and 83% from state and federal funds)	• Supported completely by BIA • Operating costs (approximate) 1967-1971 $2.7 millions/ year (Philco-Ford) • From 1972 to 1976, under American Indian Enterprises, operating costs gradually increased from approximately $750,000 to $1.0 millions per year	• Funded by OEO and DOL under Title III-B of Economic Opportunity Act (EOA) and MDTA Title I until 1975; also received support from HEW and Texas Employment Commission • Funded by DOL with Title III CETA appropriations after 1975 • Operating costs for calendar year 1974 (after rebuilding the Residential Center) estimated to be $1.1 millions	• Funded by OEO and DOL under Title III-B of EOA until 1975 • Funded by DOL with Title III CETA appropriations after 1975 • Sample operating costs by program years (not known for other years) 1971 $1,398,774 (NCA/CADA) 1972 984,239 (NCA/CADA/ NCCC) 1973 529,058 (MSFA) 1974 637,298 (MSFA)	• Funded by USOE, NIE and Old West Regional Commission (OWRC) according to the following table: FY Source Expenditures in millions of dollars 1972 USOE 2.2 1973 USOE 5.6 1974 NIE 4.5 1975 NIE 5.0 1976 NIE 2.3 OWRC 3.0 1977 OWRC 5.0* *Projected

Table 4.14

Cross-Program Comparisons -- Characteristics of the Eligible Populations in the Programs' Catchments Areas

CATEGORY	AJC	METC	MET		MSFA		M-P
			Base Area Chicano Families	Texas	North Carolina Black Families	North Carolina	
1. Total Families Below Poverty Level in Catchment Area (1970 Census):	22,801	49,669	14,298	193,011	70,054	174,471	48,000
(a) Ethnic Composition							
Black	3.2%	0%	0%	20.2%	100%	40.2%	0.5%**
Chicano	24.8%	0%	100%	27.7%	0%	59.8%	2.0%**
Native American	35.4%	100%	0%	52.1%			4.7%**
White	36.6%	0%	0%				92.8%**
(b) Percent Receiving Public Assistance Income:	22.5%	*	17.0%	17.0%	21.3%	15.1%	*
(c) Average Gross Annual Family Income in 1969 Dollars	$1,976.	$2,363.	$2,414	$2,044	$2,287	$2,026	$3,733**
(d) Average Family Size	4.7	5.0	5.2	4.0	4.8	4.1	4.8
(e) Families with Female Heads	5,432	15,287	2,951	39,980	24,651	46,410	15,900**
(f) Civilian Male Heads Under 65	12,997	*	9,770	104,437	35,692	88,686	88,700**
2. Percent of Total Families Accounted for by (1)	16.9%	37.5%	47.3%	19.9%	42.5%	17.8%	*
3. Number of Families with Incomes between 1.00 and 1.49 times Poverty Level	*	24,918	*	*	*	*	55,800

*Not published in census data utilized.

**Applies to total population of families below 1.5 times the poverty level and whose family heads are older than 17 years and younger than 50 years.

Table 4.15

Cross-Program Comparisons--Characteristics of Program Participants for Specified Years

Characteristics	AJC (1973)	METC (1975)	MET (1974)	MSFA (1974)	M-P (1975)
Age:					
men	25.4	21.4	30.0	25.6	26.4
women	23.8	22.6	28.2	23.2	23.2
Pre-program gross annual family income of those in labor force**	$3,515	$4,129	$2,735	$1,448	$3,174
Family size	4.5	2.8*	4.5	4.0	3.5
Years of school completed:					
heads of household	8.4	12.0	6.9	9.3	11.0
spouses in two-parent family	9.0	11.1	5.5	8.6	11.4
Mathematics grade level achievement for those who were tested					
men	6.6	-	-	5.1	10.3
women	8.2	-	-	5.1	10.3
Reading grade level achievement for those who were tested					
men	7.4	-	-	6.0	11.1
women	8.0	-	-	6.0	10.6
Ethnic background					
Black	5.0%	0%	0%	92.5%	0.8
Chicano	55.6%	0%	100%	2.5%	4.6
Native American	12.1%	100%	0%	0%	14.2
White	27.3%	0%	0%	5.0%	80.4
Short-term debt at entry, for those reporting an amount	$ 734	-	$ 825	$2,122	$ 70

*Families only-METC also admits singles

**Entries not normalized to a common time, hence a portion of the differences may be accounted for by the effects of inflation.

CHAPTER FIVE

HOW THE PROGRAMS OPERATE

5.1 ORGANIZATIONAL STRUCTURES

Each of the programs studied here is operated by a corporation. This chapter, among other things, describes how these corporations have organized themselves for operating a family-residential program. In some cases, the program is one of a number of corporate components. In other cases, the program is the only activity of the corporation.

In addition to showing how the program fits into the overall activities of the corporation, the information presented in this chapter will indicate how the program itself is organized. The different approaches to managing the program components, i.e., how these components are allocated to departments, will be highlighted. These organizational traits are valuable for cross-program comparison purposes, since there is such a wide variety of approaches in the programs. The descriptions of the organizational structures will provide policy-makers with a number of alternative approaches to organizing a family-residential program operation.

The remainder of this chapter describes each of the five programs in terms of the services provided and the program processes as well as the organizational structures.

5.2 SERVICE AREAS

The services provided by the family-based residential training programs included in the Survey of Similar Programs can be divided logically into six service areas. In order to facilitate comparisons among the programs, these six service areas are further subdivided into program processes. The six service areas and the processes included in each are:

Service Areas	Processes
1. Intake	● recruitment
	● screening (e.g., entrance tests, medical checkups, etc.)
2. Student Support	● orientation
	● housing
	● transportation
	● medical care
	● subsistence stipends
	● participant-family organizations
	● recreational or avocational activities
3. Education, Not Job Specific	● child care/development
	● basic or foundation education
	● life skills training
	● home skills training
4. Job Training	● vocational evaluation
	● vocational training (or occupational preparation)
	● counseling--personal, family, etc.
	● career guidance
5. Program Exit	● job development
	● job placement
	● follow-up counseling
6. Administration.	

The term "process" as used here refers to the activities performed by the various entities within the program's organizational structure. For example "career guidance" might be one of the processes associated with the organizational component referred to as the "Counseling Department."

Descriptions of processes carried out by each component in the organizational structure will provide operational definitions, within the context of this report, of what each program means by that designation. The reader should be cautious, however, in the interpretation of these cross-program comparisons. These descriptions allow us to compare, among programs, how each of the five programs conducted each of the twenty-one processes identified above and what each process is designed to accomplish. But they are not detailed enough to provide a basis for a cross-program comparison at the level of depth, say, of noting the particular theoretical counseling approaches (e.g., rational behavior therapy, transactional analysis, etc.) that are applied by each program's counselors to the various problems of the counselees.

5.3 ARIZONA JOB COLLEGES, INCORPORATED

Figure 5.1 is an organization chart of Arizona Job Colleges, Incorporated (AJC), the only activity of which had been the operation of their family-based residential training program in Casa Grande, Arizona.

AJC was organized into four divisions plus the Business manager's Office and the Evaluation Unit; these latter two are organizationally at the same level as the divisions. In addition, AJC had at any one time up to 20 VISTA workers to supplement their professional staff. These volunteer workers performed invaluable services in the areas of foundation education instruction, public relations, child care, accounting, and a number of other areas.

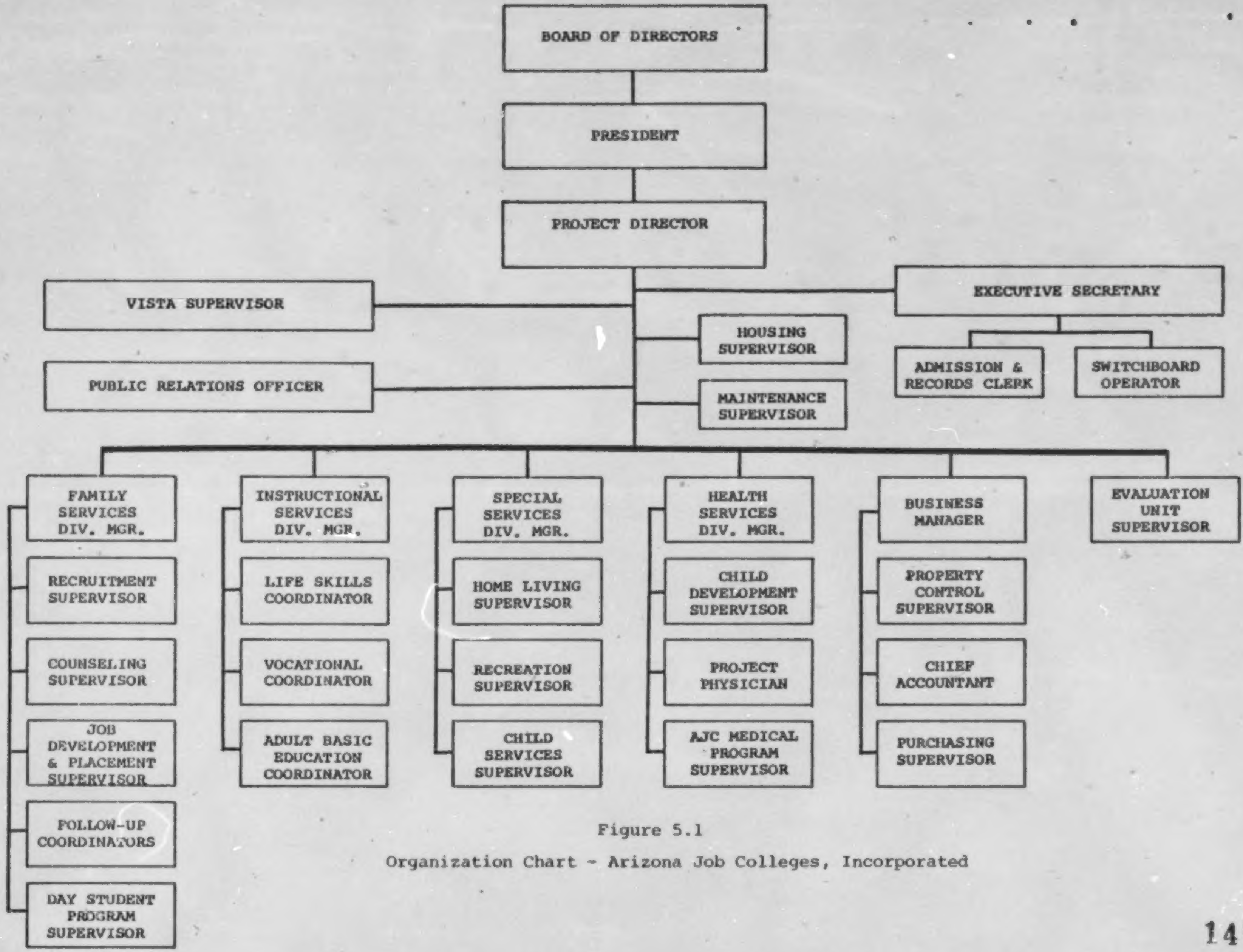

BOARD OF DIRECTORS
PRESIDENT
PROJECT DIRECTOR
VISTA SUPERVISOR
PUBLIC RELATIONS OFFICER
EXECUTIVE SECRETARY
HOUSING SUPERVISOR
MAINTENANCE SUPERVISOR
ADMISSION & RECORDS CLERK
SWITCHBOARD OPERATOR
FAMILY SERVICES DIV. MGR.
RECRUITMENT SUPERVISOR
COUNSELING SUPERVISOR
JOB DEVELOPMENT & PLACEMENT SUPERVISOR
FOLLOW-UP COORDINATORS
DAY STUDENT PROGRAM SUPERVISOR
INSTRUCTIONAL SERVICES DIV. MGR.
LIFE SKILLS COORDINATOR
VOCATIONAL COORDINATOR
ADULT BASIC EDUCATION COORDINATOR
SPECIAL SERVICES DIV. MGR.
HOME LIVING SUPERVISOR
RECREATION SUPERVISOR
CHILD SERVICES SUPERVISOR
HEALTH SERVICES DIV. MGR.
CHILD DEVELOPMENT SUPERVISOR
PROJECT PHYSICIAN
AJC MEDICAL PROGRAM SUPERVISOR
BUSINESS MANAGER
PROPERTY CONTROL SUPERVISOR
CHIEF ACCOUNTANT
PURCHASING SUPERVISOR
EVALUATION UNIT SUPERVISOR

Figure 5.1

Organization Chart - Arizona Job Colleges, Incorporated

5.3.1 Intake

Recruitment. The Recruitment Department had the responsibility for locating and helping to qualify for admission enough families to fulfill AJC's monthly intake quotas. These intake quotas varied from month to month, depending on graduations and terminations. Quotas were set so as to maintain AJC's number of residential families at between 70 and 80.

The recruitment staff consisted of two recruiters under a Recruitment and Job Development and Placement supervisor. The recruiter's duties included both field and on-site interviewing with potential applicants, providing assistance in meeting the requirements for documents and verification of income and employment, and setting up appointments and assisting with transportation for testing and medical examinations.

A family's initial contact with AJC was usually made by referral either from another agency (Arizona State Department of Economic Security, churches, Bureau of Indian Affairs, Migrant Opportunity Program, schools) or individuals who had been in, or were associated with, the program. There were a few occasions when AJC recruiters went into poverty areas and rang doorbells (e.g., in Stanfield and Maricopa Counties), primarily because they were not getting people from those areas. These efforts were rated very successful by the Recruitment Department.

After the initial contact, the recruiter's first step was to make an appointment to visit with the whole family at home, so that the AJC program could be fully explained to all family members at one time. The recruiters used a slide presentation as their primary tool for telling the AJC story, and a brochure (which was produced in both Spanish and English) was left with the family.

Once the Recruiter had determined that the family was interested and appeared to be eligible, an appointment was made with the family to fill out the application for admission to AJC. If, after filling out the application, the family qualified for AJC, the adults were given appointments for physical examinations, and the testing and evaluation procedures were administered.

After completion of the testing and medical procedures the families were brought up for consideration at the acceptance committee meeting. After the results of this meeting were known, recruiters then had the responsibility for conveying and explaining the committee's decisions to the families. If the family was accepted or their admission was deferred for some reason, the recruiter's responsibility continued: with accepted families, the recruiter helped to make arrangements for entry into AJC (re-registering children in school, arranging to move, etc.) and with deferred families, the recruiter often assisted in qualifying the family for later acceptance.

Screening. After the AJC recruiters elicited a completed application form from a potential AJC family, the screening process began. The steps in the screening process were:

(1) verify that the family was eligible for AJC, i.e., that the minimum admission requirements (below poverty line, over 50% of income from farm labor, and legal marriage) were satisfied;

(2) a general medical exam;

(3) an interview with a counselor from the Arizona State Department of Vocational Rehabilitation (DVR);

(4) psychological tests in order to appraise the potentials and aptitudes of the adults in the family; and

(5) acceptance, deferral or rejection by the Acceptance Committee and referral of non-accepted families to some other social service agency.

The Acceptance Committee met once a month to go over the case briefs on applicant families and decide on which families to accept into the AJC program. The Committee membership included all division managers (Family Services Manager, who is Chairman of the Committee, Instructional Manager, Health Services Manager, Business Manager and Special Services

Manager), a DVR counselor[2] and a member of the Administration. The Committee could make any of three decisions about each family: acceptance, non-acceptance (with or without referral) or deferment (with or without referral). Deferment was recommended when: full information was not yet available on families; temporary, critical medical conditions pertained; or when in the judgment of the Committee, alternative interim services would have been more appropriate (referral).

5.3.2 Student Support

Orientation. The orientation program was designed and carried out by the Family Services Division to provide incoming students with a quick overview of AJC facilities and procedures. Orientation required one day, and included the following activities:

- Meeting with counselors and Family Services Manager
- Coffee Break and Family Government discussion
- Special Services tour
- Administration welcome
- Housing explanation
- Health Services tour
- Home Living tour
- Evaluation Unit tour
- Business Division and stipend explanation
- Instruction Division tour
- Wrap-up session with Counselors

---

[2] It was very important (so as to be an implicit entry criterion) to AJC to assure that all families were declared to be "disabled disadvantaged," which qualified them for DVR support. Virtually all AJC families qualified for assistance under this term, whether or not they suffered from a physical disability; DVR then paid a large percentage of the stipend under the general "client services" contract between DVR and AJC (see Table 4.2). These DVR funds were used to reduce the draw on "general" (i.e., not specifically earmarked for staff or facilities) funds appropriated under federal grants.

Housing. AJC's residential program utilized around 80 nearby dwelling units for housing its client-families. Ten of these units were residential trailers purchased by AJC with construction grant funds; and AJC leases, from the Pinal County Housing Authority, around 70 two-, three-, and four-bedroom dwelling units in a low-cost public housing development. A fraction of the cost of these leases are deducted from the families' stipends as rent. AJC was instrumental in acquiring the grant which paid for constructing this housing.

Activities of AJC's Housing Department included:

(1) scheduling specific dwelling units for use by incoming families

(2) preparing units selected under (1) for the particular families' needs (e.g., moving in cribs for very young children, moving in the proper number of beds, etc.)

(3) assisting incoming families in moving from their old homes into the AJC housing

(4) provide representation to the Acceptance Committee meetings, so that housing availability is considered as a factor in accepting or deferring eligible families

(5) coordination with the Pinal County Housing Authority

(6) providing all maintenance for all of the 80 dwellings

(7) procuring housing for AJC graduate-families, and

(8) physically moving the household possessions of graduate-families from their AJC housing (or from storage) into their new homes.

In carrying out activity (7) above, the Housing Supervisor accompanied the graduate-family to their first meeting with their new landlords in order to interpret and clarify terms of leases. He also accompanied families to utility company offices in order to assist them in interpreting rules regarding deposits, etc. Most graduate-families want to purchase a home. Hence, the Housing Supervisor assisted families with the forms and procedures to apply for financial assistance from the Farmer's Home Administration.

Transportation. AJC maintained a fleet of vehicles for transporting their family members to and from the Gila River Career Center (GRCC), where most AJC trainees received their vocational instruction. GRCC is located about 20 miles from Casa Grande in Sacaton, Arizona on the Gila River Indian Reservation. Since AJC purchased vocational training from outside sources, it was necessary to develop this extensive transportation system in order to move their participants to the various training sites. All vehicles were under the control of the Maintenance Supervisor. The vehicles used by AJC's transportation system were government owned surplus buses, trucks, and automobiles. The operating costs for these vehicles were attributed to the Maintenance Department.

Medical Care. AJC's Health Services Division was funded under a grant from the Migrant Health Division of the Health Services and Mental Health Administration and served an equal number of AJC families and non-AJC migrant and seasonal farm worker families. AJC staff members and their families also received medical care at the facility as a fringe benefit. The facility, which was very well equipped, includes medical and dental receiving rooms, a pharmacy, hospital beds, and offices. A full-time physician, a full-time dentist (provided by the National Health Service Corps), a full-time pharmacist and several nurses were all available to the beneficiaries of this program.

In addition to the facilities at AJC, the AJC Health Services Division ran an extensive outreach operation. This outreach program included several components:

(1) Family Health Assistance - 3 to 6 staff members visited around 280 target population families per month to provide counseling in general family health care; this program includes follow-up visits to AJC graduate families;

(2) Family Planning - in Maricopa County, AJC provided services in the homes of migrant families' in the areas of pre- and post-natal care for mothers and newborn infants as well as information on birth control methods;

(3) Immunization - a registered nurse traveled around the area accompanied by an interpreter in a telephone-equipped van administering diptheria-tetanus boosters and other injections to fieldworkers in the agricultural fields and migrant workers' families in the labor camps.

AJC's Health Services Division was the first such program to be allowed to include hospitalization services (up to 90 days per year) under its grant from the Migrant Health Service.

Free medical care was provided to all AJC graduates for 90 days after graduation. Thereafter AJC graduate-families were visited by Family Health Assistants 6, 9, 12, 24, and 36 months after graduation. Dropouts also received follow-up care. Ironically, since dropouts often continued to qualify as migrant or seasonal farmworkers, they sometimes received medical care for a longer period of time than AJC graduates.

Subsistence Stipends. AJC families were supported by stipends during their training at AJC. Stipends were paid directly out of the Business Manager's Office. Both the husband and the wife of each family received a stipend check based on one-half of the gross stipend. The gross stipends were reduced by an amount proportional to the number of hours of unexcused absences from training activities for each individual who received checks. The hourly rates on which these docks from the stipends were based were computed by dividing the total hours of participation into the total gross stipend. The gross stipend schedule by family size is presented in Table 5.1.

A budget counselor worked with each family to determine how the stipend was to be spent. Budgeted items were also deducted from the stipend prior to issuing the family their checks. These budgeted items included amounts for rent, food stamp purchases, and payments on debts. The latter item was often arrived at through negotiations between a family's creditors and the AJC budget counselor at the time the family was admitted to AJC. Late in AJC's history, the practice of deducting items from stipends prior to remittance to the families was discontinued: the stipend was then paid in cash and the families were expected to adhere to the payment schedules developed through consultations with the budget counselor.

Table 5.1

AJC Subsistence Stipend Data

family size	monthly stipend	monthly rent	net (of rent) monthly stipend
2	$ 185	$ 50	$ 135
3	230	60	170
4	265	60	205
5	295	65	230
6	320	65	255
7	355	70	285
8	380	70	310
9	405	75	330
10	430	75	355
11	455	75	380
12	480	75	405

Source: Baker et al., Comprehensive Services to Rural Poor Families: An Evaluation of the Arizona Job Colleges Program, New York: Praeger Publishers, 1976.

Family Organization. General meetings of all families were held two times per month. These meetings were presided over by an elected chairperson from the client population. The AJC project Director also attended these meetings in order to establish a dialogue between the families and the program's management. The primary purpose of the meetings was to air complaints on both sides; e.g., the families might press for bus schedule changes while the management might make a pitch for upkeep in the housing area open spaces. The management took all recommendations made at these meetings very seriously: changes as a result of the recommendations were often implemented the next day. Special committees of the family organization were also sometimes appointed by the chairmen to plan social events and field trips.

Recreational Activities. AJC's recreation component is described later under Life Skills Training, since recreation was a formalized part of the AJC training. Special social events and field trips also occurred from time to time. For example, after each graduation (held about six times per year) a dance was held. Every other month an "ethnic culture" evening was sponsored by one of the four ethnic groups represented at AJC (Blacks, Chicanos, Native Americans and Whites), at which food indigenous to that ethnic group was prepared and served and cultural activities which were part of the host ethnic group's background were illustrated.

5.3.3 Education, Not Job Specific

Child Development. AJC's Child Development Center was a licensed day-care facility with two objectives:

(1) to provide child care for AJC families so that both husband and wife could participate full time in the AJC program, and

(2) to contribute to the physical, emotional, and mental development of AJC children.

Children were segregated into seven different age groups. The age bounds on groups, the number of children allowed in each group's daily attendance and the number of staff persons working with each group were:

age group	# licensed for	staff size
6 weeks - 18 months	30	5
18 months - 2 years	12	2
2 years - 2.5 years	12	2
2.5 years - 3.25 years	12	2
3.25 years - 4 years	12	1
4 years - Kindergarten	15	2
Kindergarten	22	1

The department was headed up by the Child-Development Specialist, and several experienced teachers served on the staff. In addition, the Child Development Center benefited from the services of several volunteers.

Administratively, the Child Development Center was part of the Medical Division.

AJC's Child Development Center was similar to a Head Start program (although AJC was never able to procure any funding from Head Start). A variety of materials and toys were available to enhance the children's mental and cultural development. Nutritional lunches and snacks were provided during the day. The Child Development Center had a well-equipped playground for outdoor activities.

The Child Services Program was organized to serve school-age children. This program was part of the Special Services Division, hence was administratively separate from the Child Development Center. The functions of the Child Services Program component were to:

(1) structure school-age children's after-school time

(2) provide tutoring to school-age children who required it

(3) perform liaison activities with school officials, teachers, etc.; and

(4) provide special programs for children with severe behavioral problems.

AJC had a very active after-school program for school age children, including:

- Boy and Girl Scout programs
- cultural enrichment
- crafts

- 4-H
- free play, and
- field trips

These activities filled the need of day care services for school-age children's non-school hours and at the same time provided the normal after-school activities that middle-class children participate in. VISTA workers staffed the after-school program.

The tutoring of AJC children was done in their classrooms during school hours and under their teacher's supervision. Six adults, three men and three women, from AJC families went to the school every day. These tutoring services provided by AJC were open to all schoolchildren, whether they were children of AJC families or not. Thus, this program was an important part of AJC's community participation. The individuals who went to the schools were scheduled by the VISTA worker who coordinated the program.

A VISTA worker also went to the schools each day to respond to any emergencies involving AJC children; e.g., disciplinary problems, illness occurring during the day, etc. School officials thus had someone to call to respond to unusual events involving AJC children. The VISTA worker served as a surrogate parent in this respect.

The Child Services Program also operated special programs for AJC children of all ages who were very antagonistic or very withdrawn, hence were unable to participate in the regular activities of the day care programs at AJC. A psychologist from Arizona State University was retained as a consultant to this special program.

Basic Education. All of the activities in the Instructional Services Division component were offered in the Learning Center trailers. The Learning Center concept was designed to provide an individualized study program for each student no matter what his/her educational level. Each student was assigned to his/her appropriate area of study according to the results of the tests given in the Testing and Evaluation Center and on his/her choice of a vocational area. Incoming students were evaluated further through an informal discussion with the Adult Basic Education Coordinator or by means of short proficiency tests which were part of the programmed instruction materials used in the Learning Center (the SRA reading and mathematics programs). The students' courses of study, which primarily utilized programmed self-instruction materials, were designed to provide the students with the basic computational and communications skills required for their vocational training courses, and to prepare students for the GED tests.

The operation of the Learning Center was under the supervision of the Adult Basic Education Coordinator. Qualifications for this position were (1) Arizona Teacher's credential or Master's degree in education, and (2) experience in teaching disadvantaged adults.

Life Skills Training. The AJC life skills courses were taught by personnel from three different Divisions; Instructional, Special Services, and Medical, and were designed to prepare families for all aspects of middle-classs living.

Life skills courses which were offered are listed below by divisions:

Instructional Division:

- Community Resources
- Practice Typing
- Communications Skills
- Measurements
- Consumer Education
- Driver's Education, and
- Job Readiness.

Special Services Division (Home Living):

- General Family Living for Men
- General Family Living for Women
- Foods I and II
- Clothing I and II
- Care of You and Your Clothes
- Figure Control
- Christmas Sewing
- Holiday Cooking
- Seamstress, and
- Home Beautification.

Special Services Division (Recreation):

- Family Recreation I and II
- Knitting
- Ceramics
- Painting and Drawing
- Volleyball
- Basketball
- Macrame
- Rugmaking
- Indian Beading
- Christmas Crafts
- Candle Making
- Printing
- Leather

Medical Division:

- Health I and II
- Child Development

Home Skills Training. Because of AJC's thrust towards "total family rehabilitation," the home living component of the life skills program always received considerable support from AJC management. The notion was that the rehabilitated (middle-class) family must live in the style that befits their new status, and that style includes a well-managed, clean, nicely-decorated home and proper nutrition for the family. AJC's philosophy was that such a home environment, and the resulting pressure from the family to maintain that environment, encouraged the head-of-the-household to stay on the job.

The home living curriculum was more demonstration and activity oriented than purely instructional. In particular, the Home Living Department maintained a demonstration house in the housing tract. The house was furnished and decorated as a model for the families, with furniture and materials that were available through AJC or things that can be made by the people in their home living or crafts classes. The demonstration house was used as a classroom as well as a distribution center for clearing supplies and small home furnishings.

The home living department also provided home-bound teaching to women who were confined to home for protracted time periods. In addition, classes were held occasionally in individual homes, and some of the women invited their classes for lunch or other semi-social occasions.

5.3.4 Job Training

Vocational Evaluation. The primary activities of this process were:

(1) perform the psychological testing portion of the screening function, and

(2) provide vocational evaluation of client-family adults immediately after the family has been admitted to AJC.

Activity (1), as was mentioned above, was concerned with administering intelligence tests, personality tests, vocational interest tests, achievement tests and aptitude tests to adult family members who were being considered for admission to AJC. Appropriate tests for individuals within each of these categories were selected. This selection depended on the literacy and English-speaking ability of the individuals; e.g., for poor readers, the Picture Interest Inventory would be utilized rather than the Strong Vocational Interest Blank, which is used with individuals who can read at the 7th grade level and above. The objectives of activity (1) were to ascertain the learning potentials of the adult family members and to measure certain personality factors which AJC deemed important for its clients (e.g., motivation to change). Psychometrists who administered these tests attended acceptance committee meetings to provide subjective as well as objective data on the families' potential tial success at AJC.

Activity (2) was concerned with helping to plan the adult family members' training program. In this activity, an individual's work habits, learning abilities, and general skills were observed in simulated work situations. Certain job-related physical abilities were measured with a variety of dexterity tests and job-sample experiments. Tests to detect physical limitations (e.g., visual, hearing,organic brain damage) which could affect an individual's vocational objectives were administered. Potential job situations were simulated in order to ascertain whether individuals who state certain job preferences are really suited for that job. For example, men who stated a preference for auto mechanics were observed as they performed typical auto shop tasks in AJC's simulated shop environment (for example, to observe if they were concerned about getting their hands dirty); men who state carpentry as a preference were observed working outside in typical carpentry tasks.

Vocational Training. Vocational training at AJC was purchased almost completely from outside training schools. The primary advantage of purchasing, rather than providing training internally, is that a much wider variety of vocational choices can be given without the expense of trying to develop even a minimal set of courses. For example, AJC was able to offer its participants any of the following training courses:

- automotive service
- building maintenance
- building trades
- child care
- computer programming
- culinary arts
- dental assistant
- drafting
- electrical service
- electronics
- home health aide
- law enforcement
- maintenance
- meat cutting
- medical assistant
- needletrades
- nurse's aide
- office administration
- refrigeration, and
- welding

In addition to the purchased training from the outside training sources in Pinal and Maricopa Counties, AJC utilized TOJ (Training on the job; without pay) and OJT (on-job training; with pay) with local employers. AJC also did some training on site in those areas where trainees could participate in AJC's operations: medical and dental aide, cook's helper, maintenance, home help aide, and child care aide.

Counseling. The Counseling Department was made up of six counselors, including the Counseling Supervisor, plus a budget specialist. Organizationally, counseling is part of the Family Services Division. The specific functions performed by counselors included, but were not limited to, the following:

- meet the family at their home on the first day and arrange a time for a personal tour of AJC facilities and general orientation; check to see that other departments have provided necessary living items; present clients with their first stipend check and explain stipend schedule
- introduce clients to the scheduling counselor for drafting of the first schedule
- hold a meeting with the client to begin the process of defining the client's program goals in line with his expectations and aspirations as well as the real limits of AJC capabilities
- hold additional sessions with client as necessary to finalize client program goals before the end of the first month
- initiate with the client and other appropriate staff a training plan meeting wherein the formal training plan is agreed upon and drafted
- present one family case per week at case briefings[3]
- submit to Central File once each month a completed family check sheet outlining the entire family's progress in all areas of the program
- provide continuing encouragement in a supportive, facilitating role enabling clients to solve problems, establish short term and long term objectives, work through crises, consider other and broader alternative patterns of behavior and implement them in their own lives
- keep abreast of changes in AJC policy and procedures
- adhere to work schedule not limited to set hours but dictated by the needs of the clients

---

[3] "Case briefings" were reviews of a family's progress in the program by groups of from 3 to 6 staff members.

- coordinate activities with other staff to achieve consistency in the delivery of services, and
- refer clients to other AJC staff when a more appropriate utilization of staff expertise will result.

The qualifications for the position of Counseling Supervisor were a Master's degree in counseling or psychology and three years experience in rehabilitation counseling, two of which were in direct counseling in other than an academic setting. Counselors were required to have a bachelor's degree in education or educational counseling, with experience in school administration or teaching desired.

Career Guidance. This process was divided between the Vocational Evaluation Department and the Counseling Department, with the former administering the tests and measurements related to vocational interest and the latter working out the training plan to implement the results of these tests and measurements.

5.3.5 Program Exit

Job Development and Placement. The Job Development and Placement Department had the responsibility for finding employment for AJC graduates and to provide follow-up placement services up to three years after graduation. The department consisted of three workers and was part of the Family Services Division. The department also was responsible for locating TOJ (training on job; one week, unpaid) and OJT (on-job training; up to one month, paid) for AJC students during the latter phase of their participation in the AJC program. These placements were made with the hope they would lead to permanent employment. The Job Development and Placement Department was also involved in working with families in job-seeking and retention skills, beginning during the early phase of training and planning for continuous skills-development during each student's time at AJC.

The job developers' tasks included searching out actual job openings in the areas preferred by job-seeking clients (primarily the Casa Grande area, but extending to Phoenix and Tucson). This entailed using the resources of the state employment offices in the appropriate geographical areas, as well as contacting employers directly for information on current and prospective employment openings in their businesses.

AJC's approach to job development included teaching such things as grooming, learning to read and fill out applications, and interviewing techniques using video-tape feedback. First-hand explorations of "the world of work" were made by means of field trips and presentations by employers in local businesses and industries. All of the foregoing were covered in daily sessions during the family's first month at AJC. Both husband and wife were exposed to this part of the program even if the wife did not wish to obtain vocational training and a job upon graduation. The Job Development and Placement Department also coordinated with the Instructional Division and its vocationally-related curriculum so thatıt specific individual client needs could be met as they occurred.

One of the job developers was assigned to spend part of each week at the main job training site, the Gila River Career Center. The main purpose of these on-site visits was to coordinate client counseling at the Career Center. These visits also gave the Job Development and Placement staff greater opportunity to provide input to the actual vocational training AJC family members were getting.

Follow-up Activities. The follow-up coordinators performed an ongoing survey of AJC graduates and terminees. They collected data on wages and wage increases, kept track of the health status of families, noted job changes and promotions and maintained up-to-date addresses for families. When required, the follow-up coordinators performed some counseling and assisted families in problem-solving. The latter function often involved referring a family to a social service agency for help. In particular, if adult family members were unemployed, the follow-up coordinators worked with the Job Development and Placement staff to place the individual in another job.

5.3.6 Administration

Arizona Job Colleges had the most top-heavy organization chart of all the programs included in this study. There were three high-level positions above the Division Manager level (see Figure 5.1). Chapter Four discussed the historical reasons behind the creation of the two highest level positions: The President was primarily the fund-raiser with an outward-looking, public relations, sales function. The Project Director was the top position in program operations.

5.4 MADERA EMPLOYMENT TRAINING CENTER

Figure 5.2 shows METC's organization chart, which portrays this program as having the most horizontal organization of all those included in this study: nearly all line positions report straight to the Director.

METC is operated by American Indian Enterprises, Incorporated (AIE) of Van Nuys,California. No organization chart for the corporation is available. The METC Director reports to one of AIE's Vice Presidents.

Each of METC's four distinct training programs is sponsored by a particular organization. The sponsoring organizations are:

(1) Pacific Telephone and Telegraph Company (PT&T) [4]
(2) Federal Aviation Administration (FAA)
(3) National Cash Register Corporation (NCR), and
(4) Xerox Corporation.

The three corporationsmaintain on-site instructors at METC, whose presence is indicated in Figure 5.2. Although FAA has no personnel on-site, this agency does provide considerable resources in equipment for use in the training program. FAA personnel also were influential in designing the curriculum of the FAA-sponsored program.

5.4.1 Intake

Recruitment. METC's primary recruiting activity is disseminating written material to BIA Area Offices, tribal organizations, Veteran's Administration counselors, and grantees of funds disbursed under the Comprehensive Employment and Training Act of 1973 (CETA). METC's single recruiter, who performs this recruiting function, is stationed in Oakland, California, where he is provided with office space, under the terms of the AIE/BIA contract, in the U.S. Government office building. He also carries out the Job Development process, described later in this section. The Recruitment process at METC is affected by the arrangements between METC and the organizations which sponsor training programs at the center. As was mentioned earlier in Chapter Two, in the brief description of METC presented there, no student is admitted to METC until a commitment to hire that student after completion of training has been made to BIA and AIE. Sponsoring organizations each reserve a certain number of job slots for

---

[4] At the time of this writing (September 1976) the PT&T program has been nearly phased out due to reductions in the number of jobs available within the various telephone companies.

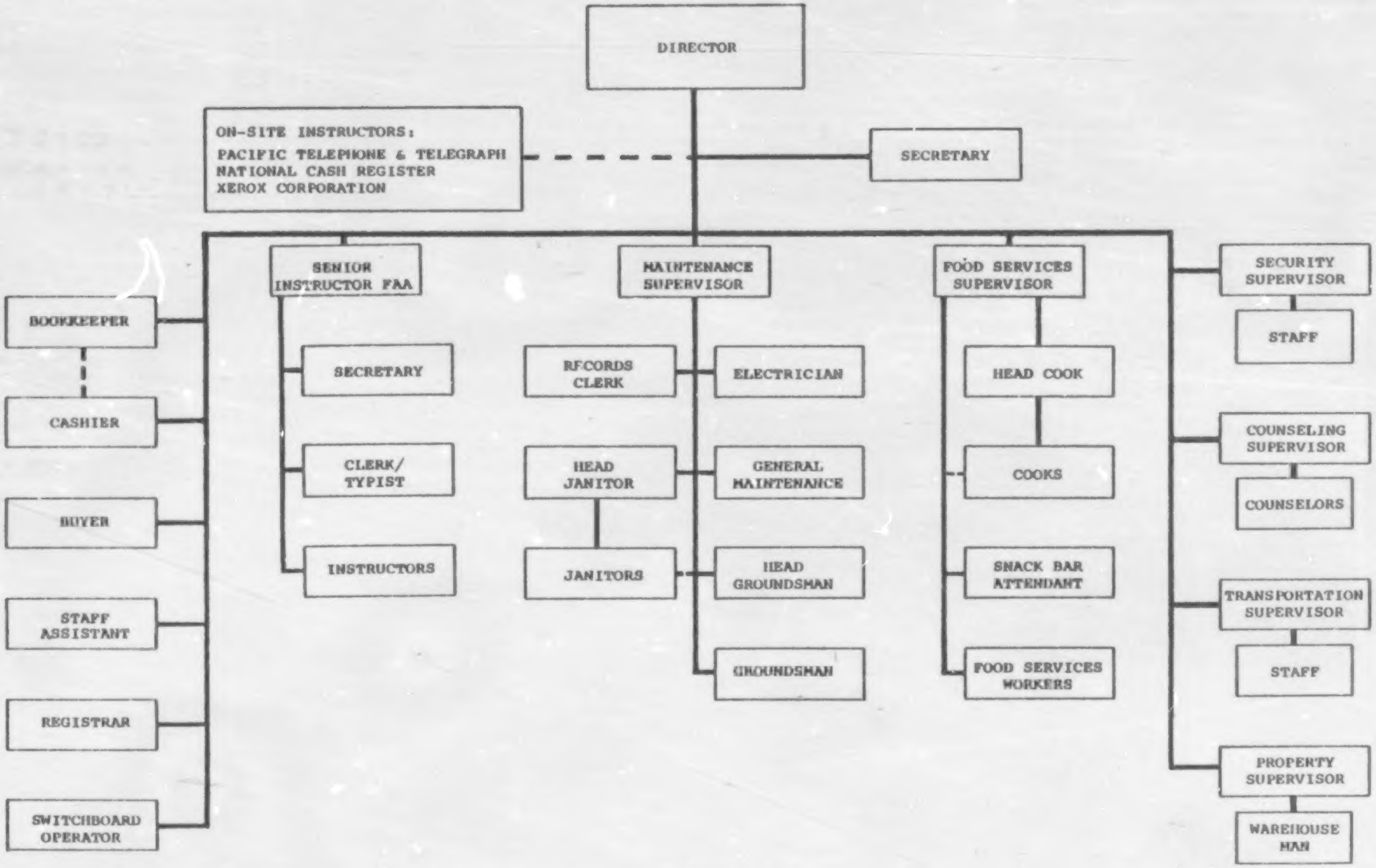

DIRECTOR
ON-SITE INSTRUCTORS:
PACIFIC TELEPHONE & TELEGRAPH
NATIONAL CASH REGISTER
XEROX CORPORATION
SECRETARY
BOOKKEEPER
CASHIER
BUYER
STAFF ASSISTANT
REGISTRAR
SWITCHBOARD OPERATOR
SENIOR INSTRUCTOR FAA
SECRETARY
CLERK/ TYPIST
INSTRUCTORS
MAINTENANCE SUPERVISOR
RECORDS CLERK
HEAD JANITOR
JANITORS
ELECTRICIAN
GENERAL MAINTENANCE
HEAD GROUNDSMAN
GROUNDSMAN
FOOD SERVICES SUPERVISOR
HEAD COOK
COOKS
SNACK BAR ATTENDANT
FOOD SERVICES WORKERS
SECURITY SUPERVISOR
STAFF
COUNSELING SUPERVISOR
COUNSELORS
TRANSPORTATION SUPERVISOR
STAFF
PROPERTY SUPERVISOR
WAREHOUSE MAN

Figure 5.2

Organization Chart - Madera Employment Training Center

METC completers of their (the organization's) particular training program. This procedure creates a backlog of job openings for the METC recruiter to fill, so that the job commitment requirement is automatically satisfied. What it really amounts to is that the METC Recruiter actually solicits for the sponsoring organizations, with the contingency that the applicants must be trained at METC prior to job placement.

The job slot reservation arrangement described in the previous paragraph works smoothly for the corporation sponsors, which are able to reserve the required number of jobs by executive fiat. However, for the Federal Aviation Administration (FAA) program, the trainee must qualify prior to training for a competitive appointment with the U.S. Civil Service. Since the applicant has not yet been trained at the time the application is filed, he or she is at a disadvantage in the competition. By soliciting referrals to METC from Veteran's Administration counselors, BIA avoids this dilemma; the veteran's readjustment appointment to the Civil Service is noncompetitive. Hence it turns out that all trainees in METC's FAA-sponsored program are veterans, even though veteran status is not a formal requirement for admission to the FAA-sponsored program.

Screening. METC's screening procedures are more stringent than the other programs included in this study, and are a function of the program to which the potential trainee has applied. Table 5.2 has been prepared to summarize the screening criteria by category and training program. No poverty line requirements are imposed; however, an implicit entry criterion is that the applicant be disadvantaged in the view of the BIA Sacramento Area Office Employment Assistance Officer or the on-site BIA Representative.

5.4.2 Student Support

Orientation. All new arrivals at METC are greeted by a member of the counseling staff who assists the new student in completing the intake procedures. The first step for the student is to make arrangements with the registrar for housing, which involves signing a rental agreement. The student is then introduced to the Center Director, who briefs the new arrival on all METC operations plus the policies and procedures inherent in the particular training program the student will enter. These policies and procedures relate not only to the training program at METC but to

Table 5.2

Screening Criteria for METC

Category	PT&T	FAA	NCR	Xerox
Age	18-35	18-45	none stated	none stated
Education	• none required	• post high school or equivalent with good background in mathematics	• High School or GED	• High School or GED
Tests*	• Bell System Test Battery	• GATB Scores G-105, S-95, P-95	• GATB Scores G-100, V-94, S-105, M-90	• GATB Scores G-100, V-94, S-105, M-90
Physical	• Physical exam • Bell System interviewers assist in medical screening	• sound health, • must lift 50 lbs, • weight proportionate to height	• NCR physical • weight proportionate to height	• Xerox Corp. physical • weight proportionate to height
Other	• Driver's license required	• Must be able to obtain security clearance	• well-groomed and willing to dress to general business standards	• well groomed appearance in accordance with general business standards

*The GATB scores indicated in this table are recommended scores and are not necessarily used to screen out applicants to METC.

the corporate or government entities (i.e., Pacific Telephone, Federal Aviation Association, National Cash Register, and Xerox Corporation) which sponsor these four training programs. The student is then taken to Madera on a shopping trip, in order to familiarize him or her with the area. The orientation of a new student takes about three days and is primarily conducted by the Counseling Supervisor and the Center Director.

Housing. All housing assignments are made by the registrar. A number of dormitory rooms, four efficiency apartments, seven two-bedroom houses, nineteen three-bedroom houses, and one four-bedroom house are available at METC for students' use during training. Families with children are assigned a house with the appropriate number of bedrooms. Families without children are assigned an efficiency apartment. If all METC housing is filled or available vacant housing is not proper for assignment based on family size, American Indian Enterprises will assist in locating suitable unfurnished housing in the city of Madera. Single students and married students not accompanied by their wives or children are assigned rooms in the dormitories and are never housed off-campus.

Furnishings for each house, apartment or dormitory room are provided, based on family/student requirements. These furnishings include drapes, range, refrigerator, TV, vacuum cleaner, waste baskets, occasional tables, etc. Students assigned to houses also are provided with hoses, rakes, shovels, clippers, and push-type gasoline mowers for maintenance of lawns and all exteriors.

Rental agreements must be signed by each student at the time of his arrival at METC. The rental agreement includes period of occupancy, rental rate, pro-ration of rental, date rent due and place payable, refundable cleaning and damage deposits, list of furnishings and provisions provided, requirement to maintain assigned quarters in a clean and sanitary condition, etc. The rental agreement also delineates the requirements which must be met before a student may operate an automobile in the housing area or on the center. These include current driver's license, current insurance policy in force, and agreement by married students not to use the automobile for commuting back and forth from the housing area to class.

The following rental rates are charged to students:

Type of Housing	Monthly Rent	Cleaning Deposit	Damage Deposit
dormitory: room and board	$120.00	$10.00	$ 5.00
efficiency apartment	115.00	25.00	25.00
2-bedroom house	145.00	25.00	25.00
3-bedroom house	160.00	25.00	25.00
4-bedroom house	175.00	25.00	25.00

The apartments and houses are furnished. These furnishings and all utilities, with the exception of telephone charges, are included in the rental charges. Rents are paid out of monthly subsistence stipends. Deposits are paid from additional needs funds and refunded upon departure from the Center providing the apartment or house has been reasonably maintained.

Transportation. A transportation service system is operated based on student requirements. A regular bus schedule with appropriate fare rates has been established in accordance with specific transportation needs as determined by prior experience. In addition, vehicles are provided for transportation to and from Madera, field trips, recreation or social activities, emergencies, and other contingencies as determined by the Center Director.

Medical Care. The METC Health Benefit Plan provides financial assistance to defray or help defray the costs of medical/health services incurred by members of the plan. This plan is not designed nor intended to provide for the total expenses which may result from all medical/dental or health services required. To be eligible as members in this plan individuals must be either enrolled as a Trainee at the Madera Employment Training Center, or the spouse or dependent of an enrolled Trainee. Dependents eligible to receive benefits are listed on the identification card issued to each student and spouse. Coverage under METC's Health Benefit Plan is limited to services rendered in Madera and Fresno Counties. The only exception to this limitation is in the instance when individual members or their dependents require services while participating in a METC-sponsored activity conducted beyond these geographical areas.

A number of METC personnel currently are qualified by the American Red Cross in first aid, and are on-site during those hours when students are attending classes to provide immediate first aid in emergency situations. The Madera Community Hospital is utilized to supplement the staff and facilities of METC, as necessary, and dental care is provided by the METC Health Benefits plan. A list of physicians in the Madera area is supplied to all incoming students and dependents to give them the opportunity for personal choice wherever possible. Treatment facilities are also listed and available on the same basis.

Each student and his spouse receive the METC Health Benefit Plan identification card upon arrival at METC. While the expiration date indicated on the card will reflect length of the selected training period, all medical cards must be returned to AIE at any time a student and his dependents permanently depart the center.

Subsistence Stipends. Table 5.3 shows the subsistence stipend amounts as of the Spring of 1976. Subsistence stipends are paid by AIE and billed back to the particular BIA Area Office having cognizance over the student's sponsoring tribe or reservation. "Additional Needs" funds are used for housing deposits, clothing, household goods, etc. as required. The amounts for "additional needs" shown in Table 5.3 are upper limits on the total disbursement for these items during a student's tenure at METC.

Family Organization. The student organization at METC elects representatives who meet periodically with the program staff to make suggestions on policy changes. When a policy change is in the planning stage, the Project Director will often brief the student representatives and solicit their views regarding the impact of the proposed changes on the students. The student organization also publishes a newsletter.

Recreational Activities. Currently, the following recreational programs are provided to METC students:

- Athletics, either as a school event or an intramural activity; METC teams have been entered in local community or industrial leagues as part of the sports program, or area Indian athletic tournaments
- Special events such as outings, field trips, barbecues, etc. for both families and singles

Table 5.3

METC Subsistence Stipend Data

Family Size	Gross Monthly Subsistence	Net (of Rent) Monthly Subsistence	Additional Needs
Single	$237.00	$117.00*	$115.00
2 members	308.00	193.00	293.00
3 members	379.00	234.00	341.00
4 members	421.00	261.00	377.00
5 members	446.00	271.00	409.00
6 members	471.00	296.00	445.00
7 members	496.00	321.00	462.00
8 members	521.00	346.00	508.00
9 members	546.00	371.00	524.00
10 members	571.00	396.00	555.00

---

*net of rent and board

- Activities such as ping-pong, billiards, movies, and music (both traditional American Indian and non-Indian) are available both on- and off-campus

- Pow-Wows are organized to encourage a further deepening of pride in the cultural heritage of the students. Participation by Indians from nearby concentrations of Indian population is encouraged to allow for contact with other peer groups.

5.4.3 Education, Not Job Specific

Child Care. METC provides no child care facilities or child development program. If wives of married students with children wish to participate in training at METC, they must make their own arrangements for child care. Often such [illegible] family pays a non-participating wife to watch the children. School-[illegible] children are transported to and from the Madera public schools by the METC Transportation Department.

Basic Education. Only the Pacific Telephone program admitted students whose qualifications are such that they required Basic Education. The curriculum of the Basic Education Program associated with this course consisted of the following:

- Language Skills - (100 hours) 2 hours per day.
    - Word Skills
    - Vocabulary Skills
    - Reading Skills
    - Comprehensive and Analysis Skills
    - Vocabulary Drill
- Mathematics Skills - (100 hours) 2 hours per day.
    - Basic mathematics processes: Addition, subtraction, multiplication and division; for trainees with limited mathematics ability.
    - Intermediate mathematics processes: Averages, fractions; rounding off numbers; relationships; ratios and proportions; percentages; weights and measures; reading scales and graphs, geometric figures; numeric progressions; problem solving and process; Roman Numerals; for trainees with basic mathematic skill.

This program utilized educational materials and methods developed by MIND, Inc., which uses programmed texts, audio tape cassettes and instructor-directed activities. Each trainee commenced his training at the level which corresponded to his achievement in the skills area indicated, and advanced at a pace commensurate with his ability to progress.

Life Skills. Table 5.4 has been prepared to summarize the curricula of the METC Life Skills Training. When the Pacific Telephone course was in operation, all parts of the curriculum were taught by the Pacific Telephone on-site instructors. American Indian Enterprises personnel under the Senior Instructor teach the Life Skills portions of the Xerox Corporation and National Cash Register (NCR) curricula. There is no Life Skills Training in the Federal Aviation Administration course.

AIE's contract with BIA specifies that all the instructors must have either a bachelor's degree or equivalent experience.

Home Skills Training. No formal Home Skills Training process exists at METC. The Counseling Supervisor provides cursory home skills training to individuals on request. The Property Supervisor also provides sewing machines to students who request them.

5.4.4 Job Training

Vocational Evaluation. This process does not exist at METC, since the vocational goals of each trainee are predetermined by the particular program he enters.

Vocational Training. Table 5.5 has been prepared to summarize the curricula of METC's Vocational Training courses. For the Pacific Telephone course, all parts of the curriculum were taught by the Pacific Telephone on-site instructors. American Indian Enterprises personnel under the Senior Instructor teach the Federal Aviation Administration course and the Phase I portions of the Xerox Corporation and National Cash Register (NCR) curricula. The on-site instructors for Xerox and NCR teach the Phase II portion of their respective courses.

Counseling. Counseling services are provided to all trainees and their families by personnel qualified either by formal education or experience. Counseling is available on-site or on-call 24 hours-a-day, 7 days-a-week. Areas of commitment for the Counseling Department are assistance in personal problems, family life, community adjustment, vocational training progress, and in some cases, employment. The Counseling Department also provides initial and continuing orientation to all incoming trainees to familiarize them with their new surroundings.

Families, when necessary, are provided instruction in home and yard care, maintenance and operation of electrical appliances, etc.

Table 5.4

Curricula of METC Life Skills Training Courses

Course	Pacific Telephone	Federal Aviation Administration	NCR/Xerox
Life Skills Training	• Human Development Skills; interpersonal skills, career planning, bridging the cultural gap, positive behavior after training • Human Growth Laboratory; name learning, organizations and people, basic communications skills, group problem solving, interpersonal skills, organization skills • Environmental Survival Skills; personal money management, checking and savings accounts, obtaining and using credit, consumer education	none	• Language Communication - Practical use of the English language with emphasis on oral and written expression, technical reading comprehension, business terminology and definition, basic technical reporting, and completion of service record report forms. • Interpersonal Communications - problems in communications, non-verbal communication, bias, group problem-solving. • Employee-Employer Relations- - Introduction to the "Business Ethic": Service, Performance, and Profit, - Review of job responsibility, supervisory expectations and customer relations, - Job-related problem-solving and role-playing experiences, - Consumer Education - a review of effective money management, credit. consumer purchasing practices, savings and investing, leases and rental agreements, medical, dental and life insurance planning.

Table 5.5

Curricula of METC Vocational Training Courses

Course	Pacific Telephone	Federal Aviation Administration	NCR/Xerox
Vocational Training	One of four options: (1) Clerical Studies; office careers, typing (2) Directory Assistance; OJT with Pac. Tel., oral communication techniques, vocabulary, spelling, directory listings (3) Outside Crafts; plant orientation, telephone cables, pole climbing, terminals and protectors, wiring, telephone sets, test equipment, frame work, professionalism (4) Long Distance Toll Operator; oral communication techniques, equipment familiarization, preparation of toll tickets, labor-management relations, telephone company policies	One of two options: (1) Electronic Technician; a. Electronic Technician b. Foundation Mathematics c. Supplements to Foundation Mathematics d. Solid State Device e. Electronic Fundamentals & Engineering f. Facility Installation Laboratory (2) General Facilities Equipment Technician a. Foundation Mathematics b. Practical Electrical c. Practical Mechanics d. Air Conditioning Principles	Phase I (taught by METC) ● Mathematics - Math review development of skills in arithmetic and algebra; introduction to advanced mathematics as applied to electricity and electronics. ● Basic Electricity and Electronics - Fundamental concepts of electricity and electronics. Use of laboratory experiments to demonstrate theory learned in the classroom as well as safety practices and the use of testing equipment. ● Basic Principles of Mechanics and Mechanisms - An introduction to physical laws as applied to mechanics and mechanical functions from simple mechanisms to more complex electromechanical devices, and techniques of logical troubleshooting. ● Phase II (taught by on-site corporate instructor - 14 weeks for NCR and 10 weeks for Xerox) "hands-on" training involving preventive maintenance procedures, logical troubleshooting and repair techniques on actual pieces of equipment.

The orientation program provides assistance in such areas as locating shopping facilities, developing budget plans and promoting the understanding of available community services and resources.

The characteristics METC seeks in counselors are:

- respect for the human dignity of each student
- perceptiveness and responsiveness to attitude and personality characteristics of others
- firmness and objectivity in attitudes
- emotional stability and maturity, and
- possession of qualities and values with which students can identify and wish to emulate.

It is additionally the responsibility of the Counseling Department to provide a social education program which ensures METC graduates have a confidence in themselves which will enable them to cope with day-to-day problems while pursuing their technical careers. The goal of social education is to help the student to recognize and face his own problems, relationships, anxieties, limitations, etc., and find ways of solving, coping, and dealing with them as part of the maturing process. The Counseling Department as part of the Life Skills Program provides group and individual counseling and instruction in: sex education, alcoholism, drug abuse, consumer education, urban living problems, home care training, budgeting, shopping, nutrition, etc.

Career Guidance. There is no Career Guidance process at METC, since each new student's training program is determined prior to his arrival at the center. However, the on-site corporate instructors provide trainees with information on the career opportunities within the company which will employ them after they have completed training.

5.4.5 Program Exit

Job Development. The Job Development process is carried out by the same individual who does the recruiting. Therefore this function is performed off-site in Oakland, California. The most important accomplishments of the Job Developer to date have been the arrangements made with the organizations which currently sponsor training programs at METC. The Job Developer maintains contacts with the personnel departments of these organizations in order to ensure that they are pleased with the METC graduates and to negotiate with the companies on the number of job openings that are set aside for METC graduates. The Job Developer also continually scouts for potential sponsors of new METC corporate training programs. The nature of the Job Developer's work is the main reason that his office (and hence the Recruiting process) is located in an urban area rather than at METC, which is relatively isolated from the type of contacts that he must make.

Job Placement. The Job Placement process at METC is for resignees only, since all completers automatically move into the pre-determined jobs within the organizations for which they were specifically trained. Since most METC resignees simply leave without notice, the Job Placement process requires only a minimal effort. The BIA on-site representative and a staff assistant to the Center Director work together to find jobs for those resignees who request placement.

Follow-Up Counseling. There is no Follow-Up Counseling process at METC.

5.4.6 Administration

As is evident from Figure 5.2, all administrative positions report directly to the Center Director. The major positions in METC's administrative process are: Registrar, Buyer, Bookkeeper, Maintenance Supervisor, Food Services Supervisor, Security Supervisor, Transportation Supervisor, and Property Supervisor. The Center Director reports to a Vice-President in AIE's corporate headquarters in Van Nuys, California.

AIE is a "for-profit" corporation and operates METC under contract to BIA. All invoices to BIA are also prepared in and submitted from AIE's Van Nuys office. Thus, the Center Director is spared the distractions of worrying about funding for the program.

5.5 MANPOWER, EDUCATION, AND TRAINING, INCORPORATED

The Family Relocation Project is only one of this corporation's many activities for helping migrant and seasonal farmworkers in the state of Texas. The corporation operates a number of centers and coordinating offices serving most Texas counties (counties which are not served by MET, mainly in the Brownville - Corpus Christi and San Antonio area are served by similar organizations offering similar services). The MET coordinating offices and centers are engaged in:

- job development and placement
- outreach
- counseling
- establishing linkages with other social service organizations and making appropriate referrals to these other organizations
- adult basic education
- on-the-job training
- day care
- purchased vocational training

These activities are part of MET's overall effort to remove the migrant and seasonal farmworker out of the migrant stream and into a year-round job which provides an avenue out of poverty.

MET corporate activities are allocated geographically over eight regions. Four regions are designated as "eastern" and four are designated as "western," depending, of course, on their relative longitudes. Activities in the eastern regions are primarily oriented toward Black seasonal farmworkers. The western region serves primarily Chicano migrant farmworkers. The Family Relocation Project is one of the western region's activities, even though the residential center is located in one of the eastern regions (all residential center participants are recruited in the western region).

Figure 5.3 is an organization chart of MET Incorporated. Management positions which have some responsibility related to the operations of the Family Relocation Project are shown as heavily-outlined boxes in Figure 5.3. Relationships between these positions are also indicated by heavy lines. Four supervisors of equal rank in the organization operate the four components of the Family Relocation Project, namely:

(1) The Eagle Pass, Texas Center (Phase I)
(2) The Laredo, Texas Center (Phase I)
(3) The Residential Center at Goodrich, Texas (Phase II), and
(4) Phase III.

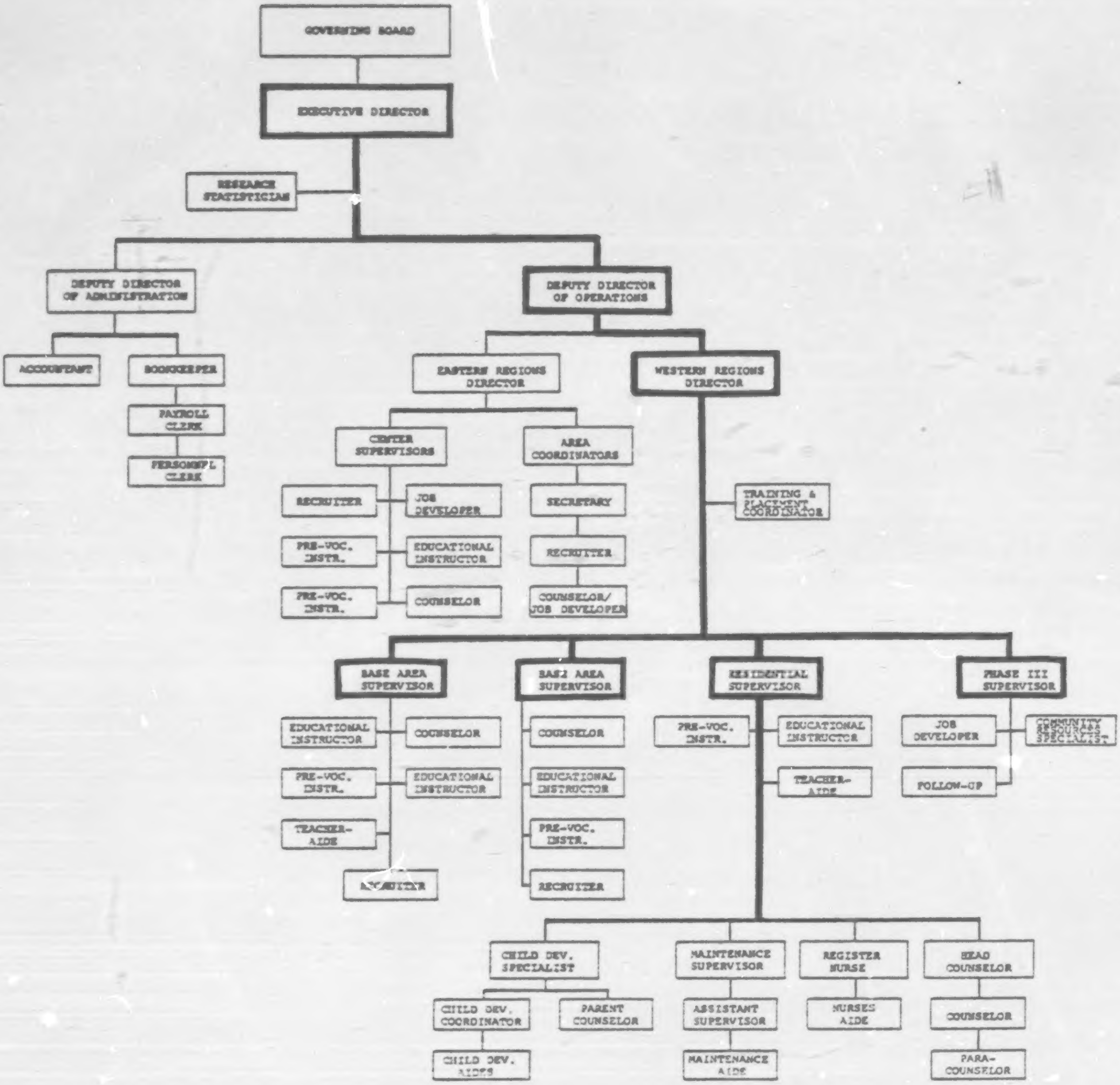

GOVERNING BOARD
EXECUTIVE DIRECTOR
RESEARCH STATISTICIAN
DEPUTY DIRECTOR OF ADMINISTRATION
ACCOUNTANT
BOOKKEEPER
PAYROLL CLERK
PERSONNEL CLERK
DEPUTY DIRECTOR OF OPERATIONS
EASTERN REGIONS DIRECTOR
WESTERN REGIONS DIRECTOR
CENTER SUPERVISORS
AREA COORDINATORS
RECRUITER
JOB DEVELOPER
PRE-VOC. INSTR.
EDUCATIONAL INSTRUCTOR
PRE-VOC. INSTR.
COUNSELOR
SECRETARY
RECRUITER
COUNSELOR/ JOB DEVELOPER
TRAINING & PLACEMENT COORDINATOR
BASE AREA SUPERVISOR
EDUCATIONAL INSTRUCTOR
COUNSELOR
PRE-VOC. INSTR.
EDUCATIONAL INSTRUCTOR
TEACHER-AIDE
RECRUITER
BASE AREA SUPERVISOR
COUNSELOR
EDUCATIONAL INSTRUCTOR
PRE-VOC. INSTR.
RECRUITER
RESIDENTIAL SUPERVISOR
PRE-VOC. INSTR.
EDUCATIONAL INSTRUCTOR
TEACHER-AIDE
PHASE III SUPERVISOR
JOB DEVELOPER
COMMUNITY RESOURCES SPECIALIST
FOLLOW-UP
CHILD DEV. SPECIALIST
CHILD DEV. COORDINATOR
PARENT COUNSELOR
CHILD DEV. AIDES
MAINTENANCE SUPERVISOR
ASSISTANT SUPERVISOR
MAINTENANCE AIDE
REGISTER NURSE
NURSES AIDE
HEAD COUNSELOR
COUNSELOR
PARA-COUNSELOR

Figure 5.3

Organization Chart of Manpower, Education and Training, Inc.

The Phase III Supervisor is located in the Residential Center's administration building. Recall that Phase I is the recruitment, screening and basic education operations, Phase II is the residential training component, and Phase III is the job development, placement, and follow-up counseling activity.

5.5.1 Intake

Recruitment. Each Base Area Center has one recruiter on its staff. This recruiter performs outreach activities oriented toward providing a steady supply of qualified applicants for the Family Relocation Project. The recruiter maintains contacts with individuals, community-base organizations, other training programs, the Texas Employment Commission, etc., and utilizes these contacts and other means (e.g., advertising media) to publicize MET and its activities.

Screening. Once contact is made with a potential participant-family, another of the recruiter's responsibilities is to determine the eligibility of the family for the Family Relocation Project. In order to qualify, the head of the family must:

- have worked as a migrant or seasonal farmworker for at least twelve of the past eighteen months prior to entering a training program
- have earned at least 50% of the family's income from farm work during the past year, and
- satisfy the current poverty criteria.

The recruiter also arranges for physical examinations for each potential family's head. For male-headed families, the wife must also obtain a health card, which requires a cursory physical examination.

5.5.2 Student Support

Orientation. The orientation process is conducted at the Base Area Center by the Base Area Center Supervisor. The orientation process strives to:

- provide Phase I participants with information regarding (a) Phases II and III, (b) their relocation schedule, (c) specific job openings in the Placement Area, (d) types of housing available, and (3) general characteristics of the Placement Area, and

- ascertain the needs of the family for supportive services available either through MET or other agencies, e.g., vocational rehabilitation, family planning, food stamps, etc.

Housing. Families are housed in trailers at the residential center during Phase II of their training. There are 40 residential trailers at the program site in Goodrich. The maintenance supervisor (see Figure 5.3) is responsible for general repairs to the trailers. He also is responsible for assuring that the participants keep the trailers and the grounds around them in a clean and orderly condition.

Transportation. Another responsibility of the recruiter occurs when the trainee and his family are ready to embark on their 400-mile journey to the residential center. The recruiter assists in this relocation process wherever he is needed. Most often the greatest need is assistance in preparing the family car for the trip. Most MET participant-families have their own cars, since they have been migrant farmworkers in their recent past. The condition of a family's vehicle is an important determinant of the time to move from Phase I to Phase II. Vehicle readiness is one of the functions of the recruiter.[5] He inspects each family's car prior to their relocation trip and arranges for any needed repairs at MET's expense. MET reimburses its families for mileage driven during relocation. The recruiter also organizes the relocation event. MET prefers that from 5 to 7 families make the trip in a caravan in order to provide some redundancy in this particular transportation component.

Another function of MET's transportation component is the storage, during Phase II, and moving, at the beginning of Phase II, of each family's household goods. The recruiter also is responsible for this function.

Medical Care. For participants at the Laredo Phase I center, there is a Migrant Health Clinic available. MET assists its participants in utilizing this facility. In Eagle Pass a pediatric clinic for children of disadvantaged families is similarly made available to MET families. General health services to MET family adult members in the Eagle Pass Center are provided through private contracts with local physicians.

---

[5] In some MET grant applications, this position is referred to as "Recruiter/Relocation Specialist."

At the Phase II residential center, a registered nurse and a nurse's aide are on call to serve participants' routine medical problems. For more serious medical needs, private physicians in the area are utilized.

Subsistence Stipends. During Phases I and II, MET participant families currently receive subsistence stipends of $92.00 per week plus $5.00 per week for each family member over and above three family members; thus a family of five would receive $102.00 per week or $442.00 per month. During Phase II, families pay no rent, which makes MET's net stipend during the residential phase the highest of all programs included in the survey of similar programs. During Phase III, the head-of-household receives wages from the employer with whom he was placed. MET also has established a line item in their own budget called the "Relocation and Emergency Fund." This fund is set aside to cover relocation costs and contingencies which might present successful relocation or completion of training, such as:

- the settlement of debts which, if not paid, prevent the migrant from severing ties and leaving the migrant stream; e.g., obligations to crew leaders, employers, finance companies, etc.
- the provision of emergency medical needs of the participant-family members
- emergency food, clothing, or other living needs
- rental and utilities deposits for families entering Phase III
- auto repairs, in preparation for the trip from the Base Area to the residential center
- cost of job application
- purchase of necessary tools of the participant's trade, or
- legal services.

Money from the Relocation and Emergency Fund is not distributed to trainees on a pro rata basis, but rather on the basis of actual needs. The maximum amount distributed to any one family is $1200, unless the family suffers an unusual loss of property, say, from a fire, flood, accident, etc.

Family Organization. The MET family organization is oriented toward planning the social and recreational activities at the residential center. These events include movies (for which rent is paid and therefore admission is charged), barbecues, bingo, etc. An elected chairman also periodically discusses operational problems with the Residential Supervisor.

Recreational Activities. MET has a gymnasium at the residential center which is used for athletic activities, meetings, etc. However, no formal recreational program is funded.

5.5.3 Education, Not Job-Specific

Child Development. MET operates a child development program for pre-school children at the residential center as part of the Phase II training. This process is the responsibility of the Child Development Specialist who reports to the Residential Supervisor. The Child Development Specialist must be certified by the Texas Department of Public Welfare, who is also the licensing agency for the MET Child Development Center.[6] Other positions in the Child Development process are: Child Development Coordinator, Child Development Aide, and Parent Coordinator. All positions must be filled by staff members who are bilingual in Spanish and English.

The Child Development process at MET performs the following functions:

- plans children's daily activities
- observes children to detect signs of ill health or emotional disturbance
- discusses children's progress and problems with parents, and
- provides a variety of experiences to stimulate the children's interest and to broaden their understanding of their environment.

The Child Development Center serves pre-school children of Phase II participant-families. The Child Development Department also operates educational and recreational programs for school-age children after school and during the summer months.

---

[6] The license actually states that this facility is a "licensed day care center."

Basic Education. Phase I training at the Base Area centers includes:

- English-as-a-second-language instruction
- communication skills
- computation skills, and
- preparation for the GED test.

Progress in the Basic Education process is measured by the "card system," which is MET's method of sequentially noting the mastery of identified steps in the process. A pack of cards is established for each trainee and the trainee's progress is recorded on the card representing each step in the Basic Education process as that step is satisfactorily completed. The trainee retains possession of this pack of cards and carries it from Phase I to Phase II. The Basic Education portion of Phase II training then continues where Phase I training left off. The Phase II Basic Education instructors can quickly ascertain where the trainee is in his Basic Education sequence by referring to the pack of cards which the trainee brings with him to Phase II.

Life Skills Training. During Phase I, the participant-family adult members receive instruction in civics and information on public and service institutions. The Phase II training includes a special urban orientation for those families whose Phase III training will require them to live in a metropolitan area. For the head of household, the training includes:

- World of Work attitudes and formation of habits which mesh with those attitudes, e.g., punctuality, grooming, etc.
- safety instruction, and
- employer - employee relations.

Home Skills Training. During Phase II, adult members of the family receive instructions in consumer education, budget planning and family health.

5.5.4 Job Training

Vocational Evaluation. This process is carried out by the counselors at the two Base Area centers. A counselor works with each applicant to develop an employability plan, which is a strategy for moving the participant through the entire program. The steps in this process are:

(1) identification of trainee's objectives and capabilities

(2) identification of educational, social, and economic obstacles to the trainee's goals

(3) define the set of vocational goals toward which the trainee will be directed, and

(4) development of a training outline specifying the basic education, counseling, and training needed.

None of the traditional vocational evaluation procedures, such as finger dexterity tests, vocational interest tests, job sampling tests, etc., are employed by MET. The entire process is carried out in a face-to-face counseling environment.

Vocational Training. During Phase II, the head of household, and sometimes the spouse in male-headed families, receives vocational training, which includes:

- familiarity with various occupations
- elementary vocational skills, and
- familiarity with essential tools and machinery.

This vocational training is in the following areas:

(1) Auto Mechanics
(2) Welding, and
(3) Building Trades, which includes as specialty areas:
    (a) Electrical Wiring
    (b) Plumbing, and
    (c) Carpentry.

During Phase II, the trainee's time is divided between Basic Education and vocational training. Spouses of male participants get work experience training as day care aides, nurse's aides, or in the Phase II administrative offices.

As was mentioned earlier, MET's philosophy regarding vocational training is that a long, extensive vocational training program is wasteful, since no matter what the training course consists of, the employer always retrains new employees for the specific jobs they are hired for. Therefore, MET strives to place its participants in on-the-job training slots as quickly as possible. Phase II requires eight weeks on the average, so that a MET participant is placed in a job within around fourteen weeks after entering the program.

Counseling. MET provides counseling services to participants in all three phases of the Family Relocation Project. Adult family members are required to attend at least one counseling session per week. Counselors perform the following functions:

- vocational evaluation (discussed earlier)
- assistance in overcoming social and relocation problems
- provide aid to participants in achieving vocational and educational objectives
- counseling to minimize family problems which may hamper job performance
- counseling with parents and children to appraise the latter's interests, aptitudes, abilities, and personality
- coordinate with school and school counselors regarding anticipated difficulties of the children's change in schools
- arrange for special tutoring, where required, for school-age children, and
- follow-up counseling during and after Phase III training.

The counseling department at the residential center also maintains all records on participant-families.

Career Guidance. This process is also performed by counselors, as described earlier in this section in the paragraph on vocational evaluation.

5.5.5 Program Exit

Job Development. This process is part of the Phase III activity and is performed by the Job Developer, who reports to the Phase III Supervisor (see Figure 5.3). Activities included under Job Development are:

- monitoring all job development resources, e.g., Texas Employment Commission's Job Bank
- interviewing supervisory personnel to ascertain physical and mental requirements of jobs available to MET participants
- regularly contacting employers to insure continuing support for the MET program, and

- continually reviewing job development activities in light of employability, plans of trainees and monitoring of trainees progress.

Job Placement. Also performed by the Job Developer, this process includes:

- regular meetings with trainees to review employability plans, progress, etc.
- reviewing duties and characteristics of positions as well as the qualifications for these positions
- systematically matching jobs and trainees so as to achieve a high probability of successful job placement, and
- being prepared for alternative job placements for trainees in the event that an initial job placement may not be successful.

Follow-up Counseling. MET's Phase III training includes the provision of intensive supportive services to trainees' families for a minimum of six weeks after job placement or placement in an OJT position. These services include:

- referrals to available social services
- organizing efforts to develop needed social services which are not available
- assistance to the family in adjusting to their new setting through provision of on-going counseling for all family members and crisis intervention where necessary
- employer liaison to solve problems which may arise on the job, and
- coordinate supportive transfer of children to public day care centers and schools.

In addition, the follow-up counseling process includes the collection of data on each trainee as of 30, 60, and 90 days after Phase III program completion. Data gathered in this activity are primarily oriented toward recording, for purposes of reporting to DOL, the salary and advancement progressions of trainees.

Finally, the Follow-Up Counseling process includes assisting families who drop out of Phase II or Phase III to return to the Base Area if they desire.

5.5.6 Administration

The positions of Executive Director, Deputy Director of Operations, and Western Regions Director have management duties that encompass all of MET's operations. However, a large part of the day-to-day activities of these positions involves the Family Relocation Project. The Western Regions Director position has the same level of responsibility as the Directors of the other programs included in this study in that the Recruitment, Training, and Placement supervisors all report to this position.

5.6 MIGRANT AND SEASONAL FARMWORKER'S ASSOCIATION, INCORPORATED

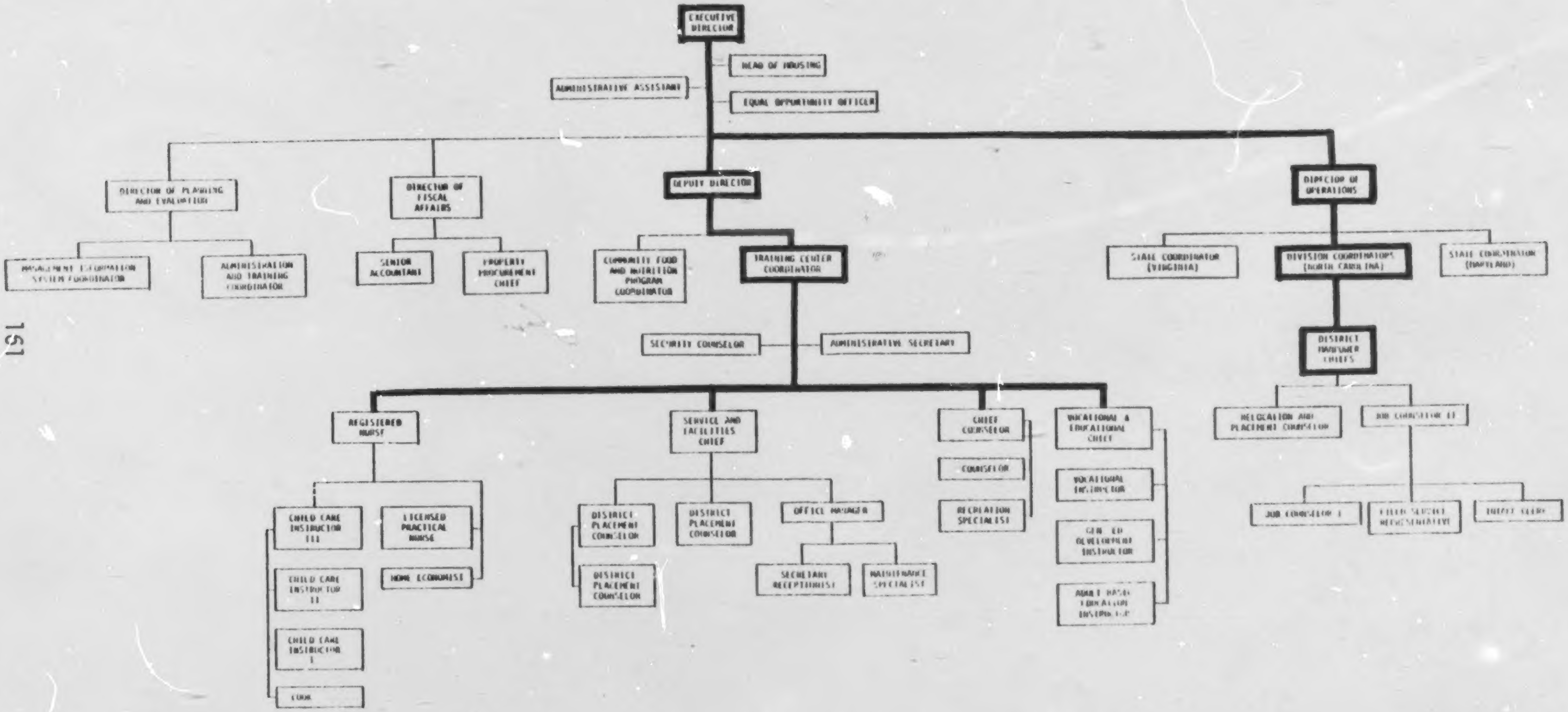
This corporation is organized to assist migrant and seasonal farmworkers in North Carolina, Virginia, and Maryland through provision of a variety of services,(e.g., economic upgrading through job placement services, employment training, educational services, referrals to other service agencies and operation of the residential Training Center at Rich Square, North Carolina). MSFA also provides funds for day care, assists migrants in obtaining adequate housing, and operates a Community Food and Nutrition Services Program.

Figure 5.4 shows the organizational structure of MSFA. In Figure 5.4 those positions associated with the Training Center and the relationships among these positions are emphasized by heavy black lines. The portions of the organization which do not deal directly with the operation of the Training Center have been abbreviated by omitting lower level positions.

MSFA serves the state of North Carolina through operations in three divisions. Activities in these divisions are under the three Division Coordinators. State coordinators for Virginia and Maryland are at the same organizational levels as the Division Coordinator. The Divisions are further subdivided into eight Districts, each headed by a District Manpower Chief (only one is shown in Figure 5.4 to keep the organization chart manageable). Activities within the Districts are controlled from one or more District or Area Centers.

Figure 5.4

ORGANIZATION CHART OF MIGRANT AND SEASONAL FARMWORKER ASSOCIATION, INC.


EXECUTIVE DIRECTOR
HEAD OF HOUSING
ADMINISTRATIVE ASSISTANT
EQUAL OPPORTUNITY OFFICER
DIRECTOR OF PLANNING AND EVALUATION
DIRECTOR OF FISCAL AFFAIRS
DEPUTY DIRECTOR
DIRECTOR OF OPERATIONS
MANAGEMENT INFORMATION SYSTEM COORDINATOR
ADMINISTRATION AND TRAINING COORDINATOR
SENIOR ACCOUNTANT
PROPERTY PROCUREMENT CHIEF
COMMUNITY FOOD AND NUTRITION PROGRAM COORDINATOR
TRAINING CENTER COORDINATOR
STATE COORDINATOR (VIRGINIA)
DIVISION COORDINATORS (NORTH CAROLINA)
STATE COORDINATOR (MARYLAND)
SECURITY COUNSELOR
ADMINISTRATIVE SECRETARY
DISTRICT MANPOWER CHIEFS
REGISTERED NURSE
SERVICE AND FACILITIES CHIEF
CHIEF COUNSELOR
VOCATIONAL & EDUCATIONAL CHIEF
RELOCATION AND PLACEMENT COUNSELOR
JOB COUNSELOR II
CHILD CARE INSTRUCTOR III
LICENSED PRACTICAL NURSE
CHILD CARE INSTRUCTOR II
HOME ECONOMIST
CHILD CARE INSTRUCTOR I
COOK
DISTRICT PLACEMENT COUNSELOR
DISTRICT PLACEMENT COUNSELOR
DISTRICT PLACEMENT COUNSELOR
OFFICE MANAGER
SECRETARY RECEPTIONIST
MAINTENANCE SPECIALIST
COUNSELOR
RECREATION SPECIALIST
VOCATIONAL INSTRUCTOR
GEN. ED DEVELOPMENT INSTRUCTOR
ADULT BASIC EDUCATION INSTRUCTOR
JOB COUNSELOR I
FIELD SERVICE REPRESENTATIVE
INTAKE CLERK

The Training Center, which is that part of MSFA which is of interest to this study, is under the Training Center Coordinator, who reports to the Deputy Director. The organization chart for the Training Center is detailed in Figure 5.4 in order to provide a framework for the discussion of program processes, which follows immediately below.

5.6.1 Intake

Recruitment. The Recruitment process is carried out by District and Area Center personnel. Hence, Recruiting is under the control of the District Manpower Chief. The objectives of the Recruitment process are to:

- locate and contact families and individuals who are migrant or seasonal farmworkers in poverty
- provide them with the incentive to upgrade their conditions
- make them aware of the training center opportunity and give them complete information about it
- assure assistance in all phases of the moving process as well as the total training and placement process, and
- bring them to the center for enrollment.

Location of potential applicants is accomplished through various systems of referrals as well as through information derived from statistical and census data. When direct contact is made with a potential program participant-family, the recruiter describes the complete Training Center procedure, from enrollment through placement and arranges for the family to visit the Center. When the potential participants are brought to the Center, the person recruiting them takes them on a tour of all the facilities and explains the program functions in some depth. Staff members discuss the Center and answer questions. The Recruiter maintains contact through subsequent visits to the family if their interest is at all apparent. If the family ultimately decides to enter the Training Center, the person recruiting them makes arrangements for a physical examination for all adults and provides transportation to the physician's office and back. When the family is ready to move to the Center, the recruiter assists with their physical relocation, including the movement of all goods.

Screening. A family's eligibility for the program is established by the Recruiter during the initial contact. Formal entry requirements are identical to those for MET, which are:

(1) poverty status

(2) the head of household was a migrant or seasonal farmworker for 12 out of the previous 18 months, and

(3) income from farm labor comprises over 50% of the family's total annual income.

5.6.2 Student Support

Orientation. The objectives of the Orientation process are to:

- introduce new enrollees to the Training Center
- ensure a smooth transition from their former home to their Center home
- provide all the necessities for housekeeping
- activate all services to be provided
- offer complete explanations of program details, and
- provide full explanations of Center rules and responsibilities.

When a new participant-family arrives at the Center for the first time they are welcomed by the Services and Facilities Chief and his staff who are charged with the Orientation Process.

The first item in the Orientation Process is to move the participants into their new Center home and show them how to operate the thermostat, plumbing, kitchen equipment, doors and locks, etc. A check of the family's household items is made and all items needed are purchased and taken to the household. The participants are then given a tour of the Center, in order to orient them with respect to the recreational areas, medical services, laundromat, vending machines, etc. As part of the Orientation Process, participants are enrolled into all applicable service programs, such as insurance and food stamps. Emergency food money will be provided to cover the period from the day of arrival until the food stamp card is received. The participants will then be taken to a grocery store or market to purchase food. If the family enters during the school months, school age children are enrolled in the public school. This process requires birth certificates and all former school records which must be obtained as soon as possible. It is also necessary at this time to provide the prescribed books, supplies, clothing, and shoes needed by school children. Pre-school children are enrolled in the Day Care Center. Physical examinations for all day-care children are scheduled with the project physician, who also provides any necessary treatment. The participants are also taken to the Guidance and Counseling Department and introduced to their personal counselor, in order that they may confer with this counselor to whatever extent is necessary to give them assurance and put them at ease concerning Center life.

Housing. MSFA's Training Center's participant-families are housed in 50 trailers located at the site in Rich Square, North Carolina. Maintenance of the plumbing, heating and electrical systems of these trailers is performed by the Maintenance specialist's group. Families are responsible for the general upkeep and cleanliness of their individual home and yard. The rents paid by MSFA families are detailed in Table 5.6.

Transportation. The Training Center operates a truck used to move families onto the Center when they enter the program and into their new housing after they complete training. No other vehicles are covered in the grant application. Recruiters and Job Placement personnel use their own private automobiles in their respective functions and are reimbursed for mileage by MSFA.

Medical Care. The Medical Services Unit is under the direction of the Registered Nurse as shown in Figure 5.4. Located at the Center as part of the Medical Services Unit is a well-equipped dispensary staffed by the Registered Nurse, a Licensed Practical Nurse, and a physician who reports daily or as required and serves as dispensary director. The Registered Nurse is charged with the responsibilities of a department head in order to integrate a program in the dispensary facility incorporating health and hygiene, preventive medicine, first aid, an occupational course for participants in nurse's aide, a homemaking curriculum geared toward cleanliness and home management training, family planning, and complete full-day, child care services.

The dispensary provides the following specific services:

(1) A doctor is available on call when needed, with an LPN and RN working daily

Table 5.6

MSFA Weekly Rent Charges by Number of Dependents and Size of Family Stipend

Stipend ($/week)	Rent ($/week) by Number of Dependents					
	Up to 3	4	5	6	7	8
0-77	0	0	0	0	0	0
78-82	2.50	0	0	0	0	0
83-87	5.00	2.50	0	0	0	0
88-92	7.50	5.00	2.50	0	0	0
93-97	10.00	7.50	5.00	2.50	0	0
98-102	12.50	10.00	7.50	5.00	2.50	0
103-107	15.00	12.50	10.00	7.50	5.00	2.50
etc. (in $5.00 increments as indicated)	etc. (in $2.50 increments as indicated)					

Source: Conversations with MSFA staff

(2) Complete physical examination of participants is available;

(3) Medical services and physical examinations for children in day care are provided;

(4) Immunizations for children are given;

(5) Home and family development training are offered daily;

(6) Complete family hospitalization is available; and

(7) Family planning information is available..

Any behavior and learning problems of children are identified and parents are assisted in obtaining treatment for significant problems as indicated. The Center is informed of the existing mental health and social services available within the local community and utilizes these services for coordinated child care.

In addition to the services described above, the Training Center also purchases hospitalization and major medical insurance for all of its participants.

Subsistence Stipends. For participants living at the Training Center and enrolled in training in September 1976, the subsistence stipend was $77.00 per week for the head-of-household plus $5.00 per week for each additional family member. If, however, the spouse of a male head-of-household also participates in training, the base stipend is $146 per week plus $5.00 per week for each child. These figures are based on $2.30 per hour for the time actually spent per week in training: 33 1/3 hours for courses such as welding and auto mechanics and 30 hours for the part-time courses usually taken by spouses of male heads. Thus, a family of four could receive from $399 to $676 per month in gross stipends, or from $377 to $513 per month in stipends net of rent.

Family Organization. The "community organization development" is a formal part of the overall program of the Residential Center. Operated as part of the Counseling process, the community organization development involves participants in the actual administration of the training facility. Since participants are residing on location, an actual community is created. Therefore, the community organization involves monthly meetings and various elections. Training and practical experience in the theory of democratic procedure is exhibited. The real intent of this kind of guidance and counseling is to develop leadership as well as concern.

Recreational Activities. As with the family organization, recreational activities are organized by the Counseling process as a formal part of the program. In the view of the Counseling component, recreation is a psychological means to bring the families together. Recreation also can provide a means of participant development. From the participants' active involvement, many elements are identified as well as developed. For example, maladjustments such as poor sportsmanship, inability to get along with others, and communication problems are identified. On the other hand, assets such as leadership, team work, and initiative are also detected.

5.6.3 Education, Not Job Specific

Child Care. The Day Care Program is organizationally part of the Medical Services Unit, hence is under the directorship of the Registered Nurse. However, since MSFA employs a Child Development Specialist to direct child care services throughout the state, co-ordination of the Day Care Program is accomplished through liaison between the Child Development Specialist, Training Center administration, and the head teacher for the Training Center day care unit. Financial and administrative components of the child care program are handled through the central administrative division both at the Training Center and the central grantee office.

Child care services at the Training Center are designed to provide:

- quality early childhood education
- good physical care and constructive growth experiences under responsible supervision
- opportunities for parents to be relieved of child care responsibilities during the day in order to seek training
- children with an atmosphere in which to grow mentally and physically, and
- children with physical examinations and dental screening for preventive measures and early detection of any apparent disorders.

The Medical Services unit provides systematic monitoring of child care facilities. Reports and delivery of services describing the quality of the day care operations are regularly provided to the Registered Nurse and Training Center administration. The Training Center administration insures that the Day Care Center meets the license requirements as stipulated by the Child Day Care Licensing Board of the State of North Carolina and the Federal Day Care Standard.

The residential Center Day Care Program offers a curriculum designed to meet the developmental needs of children of various age groups. Instruction is designed to allow children to develop at their own rate.

Basic Education. The Training Center's vocationally-related adult education curriculum was designed for approximately the 3rd through 8th grade categories, and serves as a direct supplement to the occupational skill training. Some participants are not required to undergo this adult education, if they are judged by their vocational instructor to be capable of handling the necessary communication skills for their vocation.

The low-level adult education course is structured for participants who enter as non-readers or on first or second grade levels. Approximately 25% of the average total enrollment normally falls into this category. Adults testing at this level will be required to participate in this educational training on either a full- or part-time basis, depending upon the vocational requirements, until minimum reading and math comprehension is achieved.

The General Education Development (GED) progam is offered to those individuals who wish to complete their high school equivalency certificates. Approximately 25% are in this category. The GED is not required for those whose test scores reflect achievement to the high school level, but all qualified persons will be urged to pursue the GED. However, Vocationally Related Adult Education is for those participants who fall into the middle category, i.e., between the non-readers and those capable of pursuing the GED. The curriculum in this course is entirely flexible. Its content may vary with each student, depending upon his occupation and his prior achievement. The course is based upon problems and reading selections taken from the vocational content. The student may concentrate upon reading, math, speaking, or writing depending upon his needs. Classes are small in order to permit individualized instruction. The students remain in the Vocationally Related Adult Education Course on a part-time basis until (1) their advancement is sufficient, (2) their instructor recommends full-time vocational training, or (3) they have qualified for and wish to pursue the GED program.

Life Skills Training. This process is described below as part of the counseling process, which is where it is implemented in the Training Center's organization.

Home Skills Training. The Home Economist, who reports to the Registered Nurse, provides training in home management. The curriculum includes the following:

- general knowledge in all areas of home living, such as proper cleanliness, storage, and sanitation
- how to select, construct, and care for family belongings
- the care and use of home furnishings
- basic rules of consumer education such as budgeting and house furnishing purchasing, and
- money-saving tips in wardrobe planning, home planning, and purchasing family needs.

The Home Economist also provides training in the area of foods and nutrition and also the related areas of money management and family economy. The basic curriculum consists of the following:

- recognition of factors having effect on eating habits, and other patterns of different people,
- identification of meals which will provide a balanced diet,
- recognition of nutrients available in various foods,
- development of skills in using the basic four food groups in meal planning,
- ability in planning food budgets and shopping lists and the know-how to do comparison shopping,
- proper cleanliness in kitchens and the care of appliances and equipment, and
- preparation of attractive meals.

5.6.4 Job Training

Vocational Evaluation. MSFA has structured this process as part of the Orientation process. During Orientation, adult family members undergo testing procedures to determine vocational interest, to point out any personal problems, and to indicate achievement level for the purpose of suitable course enrollment. A schedule of vocational visitation is carried out to give each adult the opportunity to see and study all courses open to him or her. Both men and women may spend an entire day in each shop or classroom to aid in the selection of the trade or skill to be pursued. After visiting these activities, participants again meet with their counselors for final determination of their vocational choice. A scheduling appointment is made when each participant is assigned to a vocational area. Before enrollment, all arrangements must be made regarding morning and afternoon classes, openings in each class, and final classroom orientation.

Vocational Training. Vocational training courses are divisible into two groups, those which are geared toward the head-of-household developing a saleable skill to support the family and build advancement during the future, and those which are designed to lead to job placement opportunities for spouses. The first group of vocational courses are auto mechanics, electronics, plumbing/wiring, and welding. Each of these is divisible into segments, and each segment is designed so that it qualifies those completing it for employment in the area at that level or in that specialization. The number of segments within a course is derived in three ways. First, there are trades in which mastery of one area of specialization is based on an introductory unit; in these courses, it is necessary only to study one area within the field, such as in auto mechanics. Second, there are trades which are based on step-off points, requiring the succession from one level of achievement to another, such as is true of electronics and welding. Third, the plumbing/wiring course lends itself so readily to the on-job-experience training method that the divisions themselves are flexible, allowing enrollees to acquire ability through diversified projects and to obtain employment in a wide range of jobs.

There are five possible choices within the second category of courses, but only three of these are termed "vocational." The field of electronic component assembly, general office technology, and retail sales are developed and scheduled as full-time courses leading to placement services. The other two possibilities are day care aide and nurse's aide, which are part-time courses, even though they, too, lead to placement services.

Counseling. The Counseling process at the Training Center incorporates three aspects of development; personal, family and social. The personal and family development aspects begin within the first week the participant is at the training center. During the first week, constant contact with the Counseling Department allows the participant to make assessments of his own needs and desires. Relevant information concerning the personalities of participants, family relationships, previous experiences, individual ambitions, misconceptions, and maladjustments is discovered through organized discussion. These discussions are held with individual family members as well as the total family, with counselors serving as a stimulus to keep conversation relevant. In addition, adjustment counseling is provided during orientation.

Upon the completion of orientation, the Counseling process develops a new approach implemented on a regular basis. Each new enrollee is involved in case counseling, which allows the individual to meet simultaneously with all staff members with whom he or she has contact. This enables each participant to meet their instructors, counselors, etc., in an informal situation to ease the adjustment process. In addition, each family is counseled as a unit at least once a month or more if necessary. Each adult participant is included in one group counseling session per week, in which general problems will be discussed.

The basic concept of group counseling is to increase the participant's sociability and individual participation and to provide the trainee with an arena in which to compare peer ideas and attitudes with his own. This also allows participants the opportunity to disseminate information in the general areas of self, family, and life problems.

Career Guidance. At MSFA's Training Center, the Career Guidance is part of the Vocational Evaluation process which we described earlier as being carried out during the Orientation process. The Counseling Department implements the Career Guidance process, which consists of tours to all training facilities and discussions with counselors. The Career Guidance process culminates in the participant making a vocational choice using the information acquired during the vocational training facility visitations. This decision by the participant is made within the context of a counseling situation where the counselor is aware of the results of the participant's vocational interest tests. The counselor therefore possesses information which can be used to help the participant avoid making an unwise vocational choice.

5.6.5 Program Exit

Job Development. The Job Development process is not part of the overall Training Center program, but is carried out by District Center personnel under the supervision of the District Manpower Chief. Industries, institutions, and businesses are contacted periodically in order that the Center staff can keep abreast of the number of jobs available by category and the qualifications for these jobs. District Center personnel also continually monitor State Employment Security Offices to maintain a state of awareness with respect to job openings registered with these offices. Surveys are also made periodically in each District of jobs available in the vocational areas taught at the Training Center. Information from these surveys and prevailing wage rates, benefits, available housing, etc. are fed back to the Training Center staff for consideration in the Job Placement process.

Job Placement. The Job Placement process is a cooperative effort involving the Service and Facilities Chief, his staff, the Counseling Department, and the District Center Staff. This process is activated for each participant 45 days prior to the participant's estimated completion time. The first step in the process is the initial placement conference with the Services and Facilities Chief. The objective of this initial placement conference is to ascertain the participant's choice of placement location, housing requirements (size, family needs, furnishings), transportation requirements (method of transportation, amount of items to be moved, preparations for the family move), salary desires, actual job duties preferred and suitable, and any other problems related to placement and relocation. After the initial placement conference, the Service and Facilities Chief contacts the placement staff of the District into which the participant wishes to relocate. This contact provides the placement staff with information on graduation and relocation dates. The district staff then begins immediately to develop job and housing possibilities.

Meanwhile, back at the Training Center, the trainee is being prepared for the transition to his new job. A comprehensive resume of the participants is developed by the trainee's personal counselor and instructors to provide the Services and Facilities Chief with information regarding the participant's abilities, accomplishments, social and personal adjustment, and job suitability. The participant also completes an intensive course in job readiness, which is designed and administered by the Counseling Department. Interviews are arranged with potential employers. Before each interview, the Center Placement Counselor meets with the participant to review information on the potential employer and to advise the participant regarding his or her appearance and manner during the interview.

The job selection decision is carefully monitored by the Center placement counselor. Job-related factors such as salary, duties, and working conditions are reviewed with the participant, as well as the personality-related elements of both the participant and the potential employer. When a decision has been reached, the District Placement Counselor finalizes all necessary details, such as contacts or agreements with the employers, establishing the date for reporting to work, and the starting salary. The Instructors and other staff members are then provided with this information.

When the participant's job has been finalized, efforts are made by the District Placement Counselor to obtain suitable housing for the participant-family. The selection of a suitable house depends on the size of the family, their income, the public conveyances available, distance between work and home, neighborhood conveniences, and space.

During the final days at the Training Center, participants confer with the District Placement Counselor in preparation for relocation. The District Placement Counselor provides for packing, travel arrangements, loading, and assuring that the participant-family has sufficient food and other necessities to last until the first payday. Preparations are also made for special problems, e.g., an expectant wife, a recent illness, etc. The participant-family is then accompanied by a staff member in their move to the new location.

Follow-up Counseling. During the first year after the participant and his family have been settled in their new environment, periodic visits are made by appropriate staff located in the district of relocation. These visits are for the purpose of assessing any further needs of the family and assuring that any services are provided which are deemed necessary at that time. For example, the family may not be aware of the range of social services available to them, and they may be referred to any of several agencies or organizations.

5.6.6 Administration

The central staff of MSFA is under the overall managerial direction of the Executive Director. The Training Center is an integral part of MSFA operations, and is assisted and advised by the MSFA central headquarters administrative staff. Specific administrative activities handled through the central office include stipend payments, staff payroll, purchasing, and payment of bills. The Training Center Coordinator is responsible for implementing the day-by-day operation of the center.

5.7 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC.

The sole operational component of Mountain-Plains Education and Economic Development Program, Incorporated is the Mountain-Plains Program itself. Figure 5.5 presents the organization chart of the corporation.

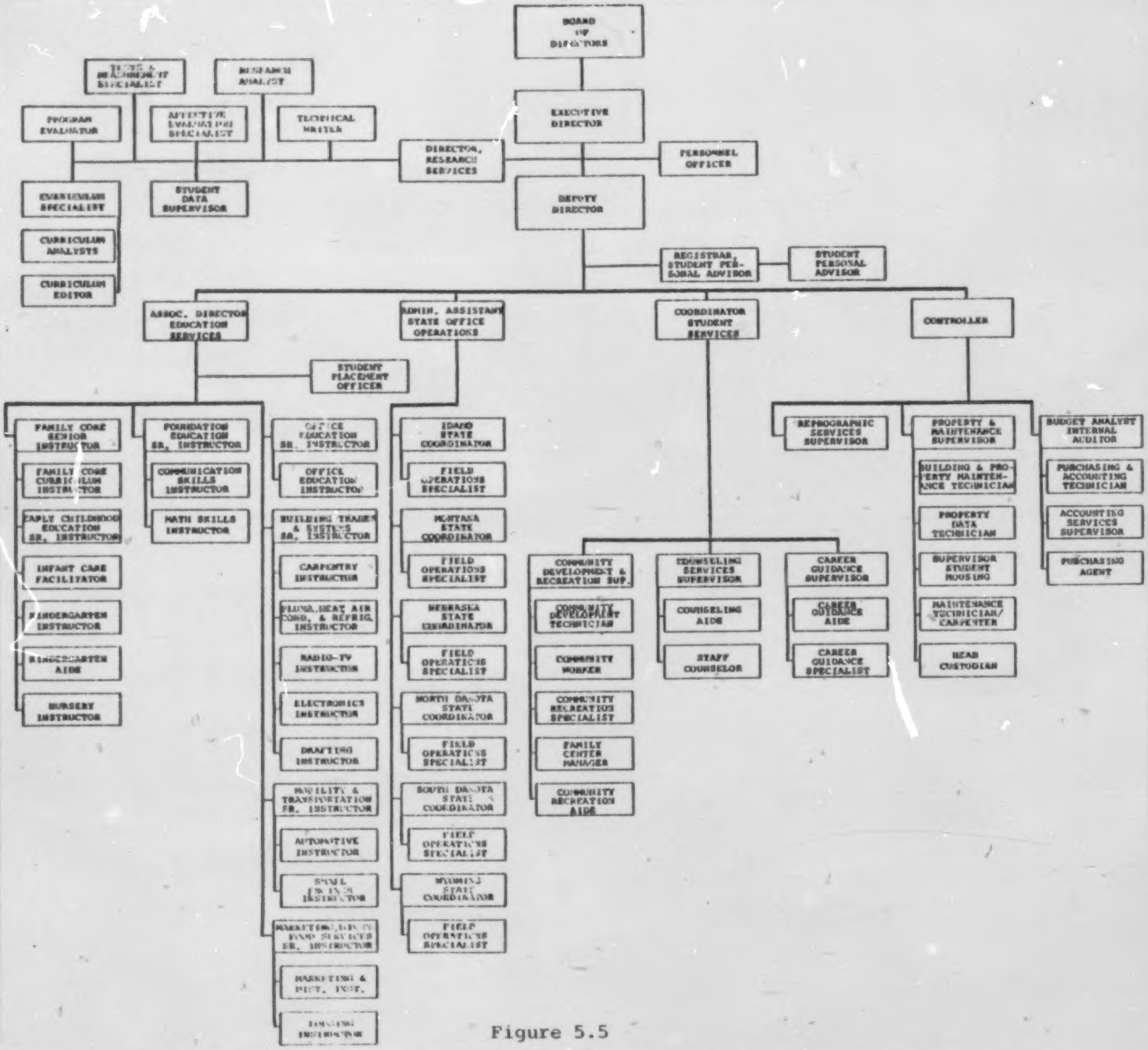

BOARD OF DIRECTORS
EXECUTIVE DIRECTOR
DIRECTOR, RESEARCH SERVICES
PERSONNEL OFFICER
DEPUTY DIRECTOR
TESTS & MEASUREMENT SPECIALIST
RESEARCH ANALYST
PROGRAM EVALUATOR
AFFECTIVE EVALUATION SPECIALIST
TECHNICAL WRITER
CURRICULUM SPECIALIST
STUDENT DATA SUPERVISOR
CURRICULUM ANALYSTS
CURRICULUM EDITOR
REGISTRAR, STUDENT PERSONAL ADVISOR
STUDENT PERSONAL ADVISOR
ASSOC. DIRECTOR EDUCATION SERVICES
ADMIN. ASSISTANT STATE OFFICE OPERATIONS
COORDINATOR STUDENT SERVICES
CONTROLLER
STUDENT PLACEMENT OFFICER
FAMILY CORE SENIOR INSTRUCTOR
FAMILY CORE CURRICULUM INSTRUCTOR
EARLY CHILDHOOD EDUCATION SR. INSTRUCTOR
INFANT CARE FACILITATOR
KINDERGARTEN INSTRUCTOR
KINDERGARTEN AIDE
NURSERY INSTRUCTOR
FOUNDATION EDUCATION SR. INSTRUCTOR
COMMUNICATION SKILLS INSTRUCTOR
MATH SKILLS INSTRUCTOR
OFFICE EDUCATION SR. INSTRUCTOR
OFFICE EDUCATION INSTRUCTOR
BUILDING TRADES & SYSTEMS SR. INSTRUCTOR
CARPENTRY INSTRUCTOR
PLUMB.,HEAT AIR COND., & REFRIG. INSTRUCTOR
RADIO-TV INSTRUCTOR
ELECTRONICS INSTRUCTOR
DRAFTING INSTRUCTOR
MOBILITY & TRANSPORTATION SR. INSTRUCTOR
AUTOMOTIVE INSTRUCTOR
SMALL ENGINES INSTRUCTOR
MARKETING & FOOD SERVICES SR. INSTRUCTOR
MARKETING & DIST. INST.
[illegible] INSTRUCTOR
IDAHO STATE COORDINATOR
FIELD OPERATIONS SPECIALIST
MONTANA STATE COORDINATOR
FIELD OPERATIONS SPECIALIST
NEBRASKA STATE COORDINATOR
FIELD OPERATIONS SPECIALIST
NORTH DAKOTA STATE COORDINATOR
FIELD OPERATIONS SPECIALIST
SOUTH DAKOTA STATE COORDINATOR
FIELD OPERATIONS SPECIALIST
WYOMING STATE COORDINATOR
FIELD OPERATIONS SPECIALIST
COMMUNITY DEVELOPMENT & RECREATION SUP.
COMMUNITY DEVELOPMENT TECHNICIAN
COMMUNITY WORKER
COMMUNITY RECREATION SPECIALIST
FAMILY CENTER MANAGER
COMMUNITY RECREATION AIDE
COUNSELING SERVICES SUPERVISOR
COUNSELING AIDE
STAFF COUNSELOR
CAREER GUIDANCE SUPERVISOR
CAREER GUIDANCE AIDE
CAREER GUIDANCE SPECIALIST
REPROGRAPHIC SERVICES SUPERVISOR
PROPERTY & MAINTENANCE SUPERVISOR
BUILDING & PROPERTY MAINTENANCE TECHNICIAN
PROPERTY DATA TECHNICIAN
SUPERVISOR STUDENT HOUSING
MAINTENANCE TECHNICIAN/ CARPENTER
HEAD CUSTODIAN
BUDGET ANALYST INTERNAL AUDITOR
PURCHASING & ACCOUNTING TECHNICIAN
ACCOUNTING SERVICES SUPERVISOR
PURCHASING AGENT

Figure 5.5

Organization Chart of the Mountain-Plains Education and Economic Development Program, Inc.

Mountain-Plains' program services are provided to student families through three operational divisions: State Operations, Student Services, and Education Services. The State Operations Division includes the State Offices. The Student Services Division includes the Counseling Program, the Community Development and Recreation Program, and Career Guidance. The Education Services Division includes Foundation Education, Occupational Preparation, and the Family Core Curriculum Program.

The remaining Divisions, in addition to the Executive Office, are the Controller's Services and Research Services Division. The Controller's Services provides Student and Institutional Accounting and basic program support including Facilities and Maintenance for 200-plus housing units in which student families live and the eleven institutional buildings, Property Control and Purchasing, Personnel Services and Reprographics Services.

Research Services provides direction in internal program evaluation and curriculum development and evaluation, and includes the Test Center and Data Control offices.

5.7.1 Intake

Recruitment. The Recruitment Process is carried out by the State Offices Division at the State Office level. The primary objective of Mountain-Plain's recruitment procedures is to insure an adequate pool of acceptable families from the target population in order to meet state and Center quotas.

State staff members who carry out the Recruiting process must be well-acquainted with the whole program. A thorough and accurate explanation must be made to everyone who inquires about Mountain-Plains, and especially to the prospective student. One requirement of the state staff, therefore, is to have accurate information at hand in order to provide a comprehensive explanation of the program to applicants. This requirement makes the cooperation of on-Center staff essential in communicating regularly with the state offices. Periodic visits to the center by state office staff are the primary means of staying current with program and policy changes.

A comprehensive interview of each applicant family is conducted by state offices staff. As a result of this interview, an information packet is prepared on each applicant family which includes completed forms, a social history and a background check. State staff also attempt to obtain, for this information packet, referral agency information, test results, and references.

Approximately three families are interviewed for every one relocated to the center. Successful recruitment of families appears to be cyclical. There are times of the year when it is difficult for the states to locate eligible families because of seasonal employment opportunities, weather conditions, and economic factors.

Agency contacts such as county welfare offices, state employment agencies, and vocational rehabilitation counselors are an invaluable source of prospective applicants. In some cases, these agencies assist in the recruitment process by taking the necessary action to ensure completion of needed file items (such as physical examination, etc.) after the Mountain-Plains representative has left the community. A continuing effort has been made by Mountain-Plains to inform these agencies regarding the nature of career education (mostly by correcting the misperception that Mountain-Plains is primarily a vocational technical school). This information effort has reduced the number of referrals of obviously unqualified families.

Referrals from schools, responses to advertisements, and referrals from Mountain-Plains completers are also valuable sources of applicants.

Screening. The State Office staff is responsible for implementing the Mountain-Plains selection criteria, which are both comprehensive and complicated. There are three categories of selection criteria: those tied to internal objectives, those tied to program logistics, and those tied to external objectives. The component criteria within each of these three general areas are:

(1) criteria tied to internal objectives

- (a) no families with mentally retarded members are eligible;
- (b) a family is not eligible if any member, adult or child, has a current violent, anti-social, or uncontrollable behavior problem;
- (c) illegal use of drugs by any family member excludes the family;
- (d) all persons in an acceptable family must be related by blood, marriage, or adoption;
- (e) there cannot be two or more families in residence at Mountain-Plains with adults that are blood relatives;
- (f) all single heads-of-household must have been legally divorced for at least six months;
- (g) families are excluded if any members have alcohol problems severe enough to interrupt work, marriage, or social functioning;
- (h) adult participants must have minimum scores of 5.0 on the Wide Range Achievement Test (WRAT) reading test and 4.0 on WRAT math test;

(2) criteria tied to program logistics

- (a) Families with financial obligations which require regular monthly payments (including alimony and child support) are excluded from participation when these payments are considered to be excessive. However, Mountain-Plains recognizes that those families who are approved for and receive Veteran's Administration (VA) benefits are able to make larger monthly payments. Therefore, upper limits for monthly payments which are dependent on VA benefits have been established by Mountain-Plains. These amounts are shown in the following table:

family status with respect to VA benefits	allowable upper limits for monthly payments*
not eligible	$ 70.00
eligible, 1 dependent	120.00
eligible, 2 dependents	130.00
eligible, 3 or more dependents	140.00

*No family is allowed to defer payments on financial obligations incurred prior to entering Mountain-Plains.

(b) families with a lawsuit pending are excluded unless acceptance by Mountain-Plains satisfies the legal obligation;

(c) families with any member suffering diseases or physical problems which cannot be treated at the program's medical facilities are excluded;

(d) the age range of heads-of-household is 18 to 50 (although Mountain-Plains personnel assert that they do not formally apply an upper age restriction);

(e) maximum allowable family sizes are eight for two-parent families and five for one-parent families;

(3) criteria tied to external objectives; a family will not be eligible for Mountain-Plains if the head-of-household:

(a) currently possesses salable skills;

(b) desires skills that are not available at Mountain-Plains;

(c) has participated in two or more civilian training programs within the last five years;

Mountain-Plains' State Offices staff utilize a number of sources in verifying the eligibility or ineligibility of an applicant, including:

- the personal interview
- legal and other records (school, police, court, credit agencies, medical, employers, birth certificates)
- tests (WRAT)
- conversations with neighbors and relatives, and
- physical examinations

5.7.2 Student Support

Orientation. The Orientation process is implemented by a Community Worker in the Student Services Division. This process interacts, through coordination and referral, with a number of other Mountain-Plains processes -- namely, Administration, Counseling, Child Development, Housing, Foundation Education and Occupational Preparation. Two of the non-Mountain-Plains activities at Glasgow Air Force Base, Base Security and the Fire Department, also participate in the Orientation process. The primary goal of Orientation is assisting students in making initial adjustments to the program and community.

A Community Worker is assigned to each family six days prior to the family's arrival at Mountain-Plains. Before the family arrives, the Community Worker completes a checklist of activities which includes:

(1) obtaining keys to the family's assigned house

(2) securing checks for food allotment

(3) inspecting the house assigned to the family to assure that the appliances and utilities are in good working order, the garages are unlocked, and the house is clean and in good condition

(4) arranging for placement of children in infant care facilities, nursery facilities or public schools

(5) assembling information packet on the Mountain-Plains program and Glasgow Air Force Base

(6) notifying family organization officers of the family's impending arrival, and

(7) assembling household goods such as bedding, dishes, etc., which the family might need.

When the family arrives, the Community Worker meets them and accompanies them to their new home, where he instructs them on the operation of the appliances and utilities. He presents the family with their food allotment check and informs them of the locations and hours of food stores, including the local base store.

The first phase of the Orientation process, Orientation I, is conducted each week, Wednesday through Friday. The schedule for this phase of Orientation includes such things as a base tour, vehicle registration, familiarization lectures on the various program components, and an official executive welcome. In addition to these activities, parents fill out the necessary forms for placing children in appropriate program areas, such as Child Development or public schools. If there are children in the family who are above the 6th grade level, parents must enroll these children in the Glasgow school system. All insurance and student enrollment record forms must also be completed and delivered to the appropriate offices before Thursday noon. Most of Friday afternoon is spent in the Test Center in affective testing. After being tested, the students receive their first stipend and become familiar with the Pay Line.

The second phase of the Orientation process, Orientation II, begins on Monday of the second week of the family's tenure at

Mountain-Plains. Much of Orientation II is testing. In particular, the Ohio Vocational Interest Scale is administered as part of Monday's Career Guidance Orientation Procedure. Orientation II also includes additional familiarization lectures and the first meetings devoted to the Family Core Curriculum are held.

Housing. The Housing component is under the Supervisor of Student Housing who, in turn, reports to the Property and Maintenance Supervisor. Assignments to houses are initiated for incoming student families based on information from Relocation forms, the size of the family, ages of children, etc. After assignments are made, a listing by name and unit number is furnished to the Student Services Division before the families arrive. After arrival, each family signs a lease for their housing unit. When the lease is signed, two keys each are issued and signed for by the family. Each family is allowed several days to note housing conditions before a facilities entrance inspection is performed by component staff. When students exit the program, an exit inspection is performed to determine damages and housekeeping conditions. Each student family is furnished with a list of cleaning requirements several days before final exit inspection. If students fail to comply with exit requirements, a cleaning service charge is assessed on a predetermined rate schedule. Damage charges are made on an estimate of costs to repair.

Participant-families pay rent of $10.00 per week for their housing, which includes furnishings, appliances, utilities, and maintenance.

Transportation. Student-families are reimbursed for moving and travel costs for both relocation and dislocation. Families may also drive their private automobiles onto Glasgow Air Force Base (GAFB) once these automobiles are registered with Base Security. Tumpane Corporation, the operations and maintenance contractor at GAFB, operates a bus service around the base. The Glasgow school system operates a school bus for Mountain-Plains' post-sixth-grade students.

Medical Care. Programs Research Institute operates, under a contract with Mountain-Plains, an outpatient clinic at GAFB which serves the program's participant-families. A minimal charge is assessed the participant-families for this service. The staff of this clinic includes two MD's. If hospitalization is required, the person to be hospitalized is taken to a hospital in Glasgow. All of the Mountain-Plains' participant families are covered by hospitalization insurance.

Subsistence Stipends. Subsistence stipends at Mountain-Plains are $85.00 per week. Thus, monthly gross stipends amount to about $370 and monthly stipends net of rent are $325. Mountain-Plains students who are eligible for Veteran's benefits receive these benefits over and above their stipends. Student advisors assist the students in the preparing of the forms and carrying out the procedures to obtain Veteran's benefits. Mountain-Plains families are also eligible for food stamps. A representative of the Montana State Welfare Department is available on Wednesdays at Mountain-Plains to assist families who wish to apply for food stamps.

Family Organization. This process at Mountain-Plains is a formal part of the program under the Community Development and Recreation Component and Student Services Division. The overall goals of the Family Organization process provide an opportunity for Mountain-Plains students to achieve maximum citizen participation in the community activities and to develop student organizational abilities. Specific training in group leadership, parliamentary procedure, and community action process is given to elected student leaders. The student government at Mountain-Plains is comprised of 11 neighborhood groups, six state representatives and four executive officers. These representatives are called MOWINDS[7] Council. The neighborhood groups are responsible for incorporating incoming students into the organizations. The neighborhood groups often inaugurate or share in action projects. MOWINDS Council meets weekly to order priorities identified by neighborhood groups, represents students to program/community officials, and provides for various community activities. The Council and the neighborhood groups also serve as a communication link between students and program/community officials. Additionally, both groups and Council function as gathering places where Community Development staff and students can initiate a wide range of community activities and interest groups.

---

[7] "MOWINDS" is an acronym representing "MOntana, Wyoming, Idaho, Nebraska, and the DakotaS.

Recreation. The established goal of Recreation is student socialization in terms of the exploration of new recreation opportunities, development of learning skills and increased opportunity for expression of creative interest. Programs have been developed to meet the needs and interest of students. Insofar as possible, student volunteers with the qualifications are involved as instructors in organizing and operating these programs. Supplementary programs meet the needs of special age groups and utilization of the Glasgow Air Force Base recreation program is initiated whenever possible in order to minimize cost in materials and personnel. Base Recreation provides facilities available to students in the form of the library, Arts & Crafts, Auto Hobby, Wood Hobby, gymnasium, bowling alley, Youth Center, and the theater in which students can utilize their leisure time constructively. Summer recreation and vacation recreation programs for children are also provided.

5.7.3 Education, Not Job Specific

Child Development. The Child Development process is operated as part of the Education Services Division. Child care services are provided for approximately ninety children within the age group of six weeks to six years. These services are broken into three separate programs: Infant care, Nursery, and Kindergarten. Adjustments in enrollment, attributed to the open entry/open exit program for adult learners, make placement and termination of children in the Early Childhood program a continuous process.

The Infant program provides care for children between the ages of six weeks and two years. Infants are assigned to Licensed Infant Care Homes (LICH) for the time period infant care is needed -- usually five weeks except in the case of a single head-of-household where children are cared for throughout the parent's stay at Mountain-Plains. Licensing of the infant care homes is a function of the State Social Service Agency and is in compliance with the Montana State Law related to Day Care. The Infant Care Instructor monitors the performance of the license holders and makes weekly and requested visits to the LICH's. LICH operators are requested to attend monthly meetings dealing with such topics as nutrition, childhood diseases, and child growth and development. Specific concerns of the LICH operators are also discussed during these meetings. Essentially, the Infant Care Program is one in which the safety and physiological needs of the child are dealt with before an attempt is made to assist the child in developing social, self, physical-motor and cognitive areas.

The Nursery and Kindergarten programs are designed for children between 2 1/2 to 6 years of age. A child must be toilet-trained prior to entrance into a nursery unit. At present there are 6 nursery units with a teacher/child ratio of approximately 1/10 excluding aides and other ancillary personnel. The nursery unit is housed in a residential-type home, an important quality as it reinforces the "family" concept of each unit. Activities available to children throughout their day include listening, reading, working, acting, physical movement, science, creating, art work, and field trips. The Kindergarten program is similar to the Nursery program. Both a public school kindergarten and the Mountain-Plains kindergarten are available. Attendance in both programs is a usual procedure with a change between programs at noon being commonplace. Attention is placed on developing the cognitive areas at the kindergarten age level. Parent-teacher conferences are held every three months. These conferences serve the function of informing parents about their child's adjustment to the Child Development process and also gives instructors an opportunity to relate advice to parents or discuss problems. Measurement of the effects of the Child Development process is accomplished through pre- and post-testing of all children. Tests used include the Purdue Perceptual-Motor Survey to assess qualitatively the perceptual-motor abilities of children in early grades and the Peabody Picture Rating Scale to assess personality adjustment in primary school children. Several sections of these tests have been modified by Mountain-Plains to adapt the tests to preschoolers.

The Montana Social and Rehabilitative Services (MSRS) is an important linking organization for the child development process, since they issue a Day Care License necessary for the operation of the Nursery Units. The Child Development process also refers cases of child abuse or neglect to MSRS.

Foundation Education. Foundation Education at Mountain-Plains has two components: Communication Skills and Mathematics Skills. The Instructor for Communication Skills and the Instructor for Mathematics Skills, respectively, are responsible for these two components. Both report to the Foundation Education Senior Instructor who, in turn, reports to the Associate Director of Education Services.

The primary objective of the Communication Skills component is the development of student language abilities to the level necessary to support functional job skills. That portion of Communication Skills which is designed to achieve this objective is termed "Basic Communication Skills." A secondary objective of Communication Skills is to provide instruction for those students desiring to pass the General Education Development (GED) test thereby earning a high school equivalency certificate. The "Advanced Communication Skills" component is oriented toward this objective.

The level at which a student begins Basic Communication Skills training is determined by test scores[8] and the communication skills requirements of the chosen occupational area. If the test scores indicate that the student is below the minimum requirement for occupational validation, then the student enters Basic Communication Skills training at the appropriate level to correct this deficiency. If, on the other hand, a student's test score indicates that he or she meets the requirements for the particular occupation preparation area, then validation in Basic Communications Skills is effected. Continuation on into Advanced Communications Skills then becomes elective, according to whether or not the student desires to pass the GED tests.

Just as with Communication Skills, the major function of the Mathematics Skills component is to assess and validate mathematics skills needed for acceptable performance by students in their chosen occupations or, if desired, attainment of the GED. When students are unable to demonstrate the mathematics skills required for a career cluster, they are scheduled into the Mathematics Skills program to correct this deficiency.

---

[8] Two tests are utilized in this evaluation; the Wide Range Achievement Test (WRAT) and the Comprehensive Test of Basic Skills (CTBS).

Life and Home Skills Training. At Mountain-Plains, these processes are both part of the Family Core Curriculum, administered by the Family Core Curriculum Instructor under the Family Core Senior Instructor and Associate Director, Education Services. Because of the close organizational association at Mountain-Plains between Life Skills and Home Skills, it is appropriate to discuss them together within the context of the Family Core Curriculum. The Family Core Curriculum is an integrated cluster of four individual programs: Health Education, Home Management, Consumer Education, and Parent Involvement.

The Health Education program is designed to provide instruction in the concepts and behaviors of proper health care and preventive measures. The curriculum in this area is made up of the following general areas:

- Health Information
- First Aid
- Major Health Problems
- Home Care of the Ill
- Family Life Education, and
- Dental Hygiene.

The Consumer Education program has objectives similar to the Health Education program and includes as components of its curriculum:

- Insurance
- Managing Your Money
- A Place to Live
- Car Buying
- Shopping with Credit
- Consumer Awareness.

The Home Management program teaches that nutrition, grooming, and home management contribute to successful employment and improved quality of life. This program includes:

- Understanding Nutrition
- Nutrition and Your Health
- Grooming and Impressions
- Clothing and Dress, and
- Home Care and Utilization.

The Parent Involvement program is designed to teach the concepts and behavior of productive parent-child relations. Its curriculum includes:

- Self-Image in Interactions with Children
- Self-Control in Interactions with Children
- Growth and Development of the Infant and Toddler
- Care of the Infant and Toddler, and
- Developing the Baby's potential.

In addition to implementing the Life and Home Skills Training processes, the Family Core Curriculum serves to orient the student in the general educational practices developed by Mountain-Plains.[9] The Family Core Curriculum is the initial exposure of the student to the idea of using individualized learning packages to teach a concept. Therefore, the Family Core Curriculum staff has the implicit responsibility of instructing the students in the use of the methods and materials around which the Mountain-Plains curriculum is structured.

In addition to the role of formal classroom instructor, the Family Core Curriculum staff provides private instructional consultation sessions with students experiencing problems or concerns regarding certain areas of life skills proficiency. The Family Core component also shares, along with Community Development, the joint function of providing home skills educational activities for student spouses who have chosen not to enter an occupational area. Finally, Family Core staff engage in a variety of support-type service activities: Health Education instructors review new student medical histories and act as a liaison to the health clinic; Consumer Education instructors review new student financial background reports, act as liaison between students and their creditors, manage Legal Aide referrals, and provide Notary Public service; and Home Management instructors manage a home equipment loan service.

5.7.4 Job Training

Vocational Evaluation. At Mountain-Plains, the Vocational Evaluation process is a subcomponent of the Career Guidance process,

---

[9] For details on the curriculum developed by Mountain-Plains, see Orientation Guide for User Trial of Mountain-Plains Curriculum, available from the Mountain-Plains Education and Economic Development Program, Inc., Box 3078, Glasgow, MT 59231 (also cited in the References).

hence is implemented in the Career Guidance Component of the Student Services Division. More specifically, the Vocational Evaluation process is part of the "Awareness and Exploration" segment of the orientation to the Career Guidance program: even more precisely, what amounts to Vocational Evaluation in many other residential programs is included in the "Awareness" stage of this segment. It is in that stage that the Ohio Vocational Interest Survey, the Career Abilities Interest and Value Form, and the General Aptitude Test Battery are administered. The Awareness stage assists the students

> "in gaining an accurate representation of themselves through an exploration of their environment and exposure to factors which may differentiate the student from others"[10]

Vocational interest tests are used to identify the differentiating factors referred to in the above quote.

Occupational Preparation. The Occupational Preparation process at Mountain-Plains is made up of four separate components:

(1) Building Trades and Services
(2) Marketing and Tourism
(3) Mobility and Transportation, and
(4) Office Education.

Each of these components is under the management of a Senior Instructor who reports to the Associate Director, Education Services.

The Building Trades and Services component curriculum is designed to incorporate common tasks and skills in the academic areas of mechanics, electricity, electronics and drafting. Mountain-Plains has designed their curriculum to translate these academic disciplines into the following occupational skills:

- Carpentry
- Drafting
- Plumbing
- Heating Systems Services
- Cooling Systems Services

---

[10] See, The Design and Operation of a Residential Family-Based Education Program, Volume 4, Self and Social Development: The Student Services Division, Mountain-Plains Education and Economic Development Program Inc., July 1975 (also cited in References).

- Electrical Wireman
- Electric Motor Repair
- Electronic Assembly
- Radio and Television Service, and
- Appliance Service.

All these careers have commonalities which can be instructed in basically the same fashion. For instance, the blueprint reading program is taught in the Drafting Lab as many careers require skills related to blueprint reading, and it is logical that these common skills be taught in one area. Consequently, within the Building Trades and Services component, the Drafting program functions as a support for the Carpentry, Plumbing, Electrical Wiring, and Heating programs. Figure 5.6, which has been reproduced from the Mountain-Plains documentation,[11] illustrates the relationship between the various Building Trades and Services curriculum areas.

The Marketing and Tourism component has three distinct occupational areas each of which offers several suboccupational choices:

(1) Food Services includes

- Kitchen Helper
- Short Order Cook
- Restaurant Cook
- Institutional Cook
- Kitchen Supervisor Trainee
- Chef Trainee
- Restaurant Manager Trainee
- Second Baker, and
- Bakery Manager Trainee.

(2) Lodging includes

- Desk Clerk
- Night Auditor
- Housekeeper, and
- Assistant Manager Trainee.

---

[11] See, The Design and Operation of a Residential Family-Based Education Program, Supplement No. 2 to Volume 7, Appendix A to the description of Building Trades and Services, the Mountain-Plains Education and Economic Development Program, Inc. July 1975 (also cited in the list of references).

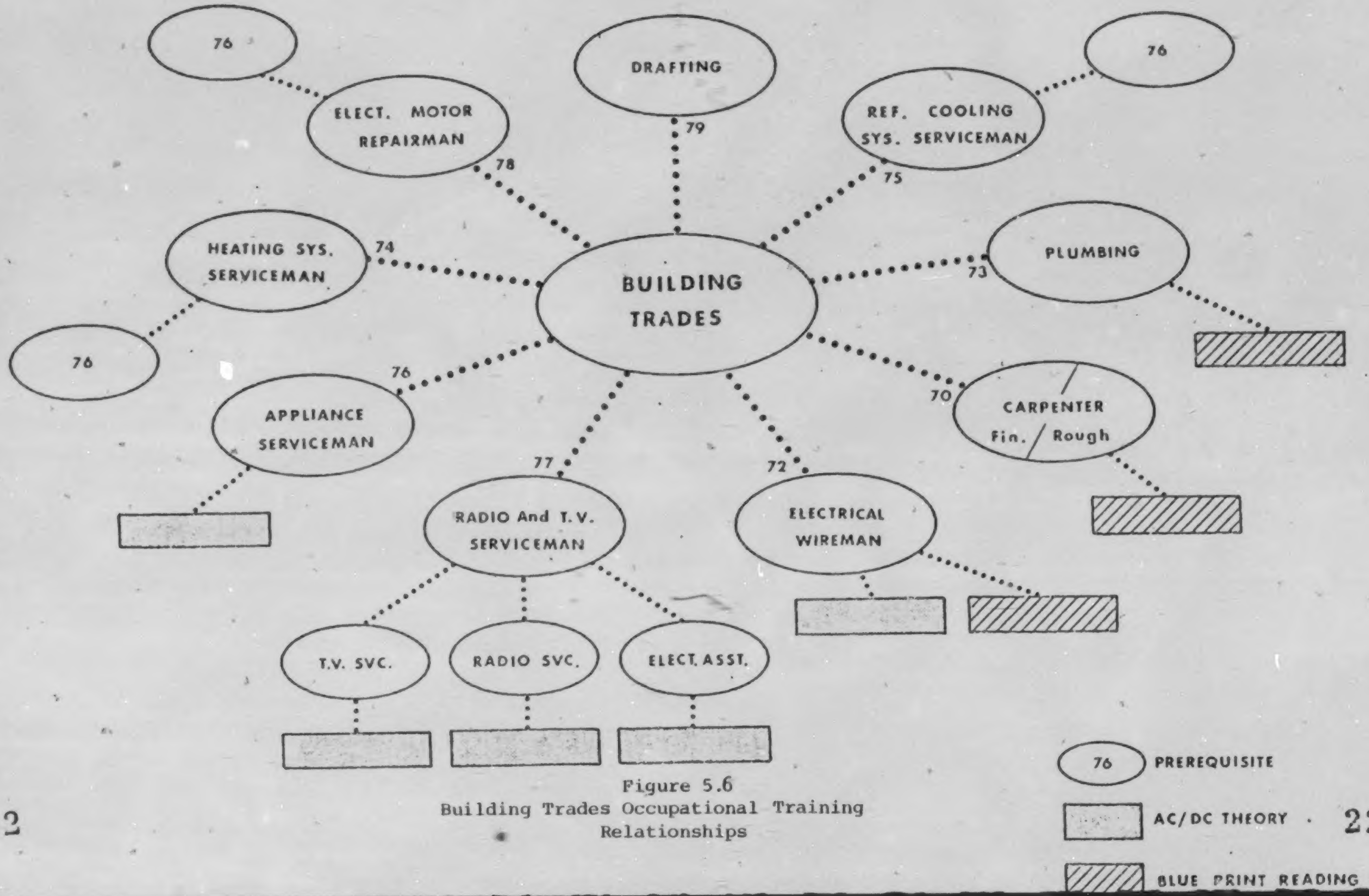

76
DRAFTING
76
ELECT. MOTOR REPAIRMAN
79
REF. COOLING SYS. SERVICEMAN
78
75
HEATING SYS. SERVICEMAN
74
PLUMBING
BUILDING TRADES
73
76
76
70
APPLIANCE SERVICEMAN
CARPENTER Fin. / Rough
77
72
RADIO And T.V. SERVICEMAN
ELECTRICAL WIREMAN
T.V. SVC.
RADIO SVC.
ELECT. ASST.
76 PREREQUISITE
AC/DC THEORY
BLUE PRINT READING

Figure 5.6
Building Trades Occupational Training
Relationships

(3) Marketing and Distribution includes:
- Shipping and Receiving Clerk
- Checker-Cashier
- General Salesperson
- Professional Salesperson, and
- Mid-Management Trainee.

The Mobility and Transportation component is divided into two major areas: Automotive and Small Engines. The Automotive program teaches cognitive and performance skills in the following occupational job titles: brake and front end, transmissions (standard and automatic), engine repair and transmissions, engine repair and tune-up, tune-up and auto air conditioning, general mechanic, light duty mechanic, and engine rebuilder. The Small Engine program teaches cognitive and performance skills in small engines, motorcycles, snowmobiles, chainsaws, outboard marine, and related garden and recreational equipment. A short gas and arc welding course is taught in Mobility and Transportation, as welding support is necessary in terms of both automotive repairs and job accomplishment.

The Office Education's component offers training in six areas:

(1) Clerk,
(2) Clerk-Typist,
(3) Clerk-Stenographer,
(4) Accounting Clerk,
(5) Bookkeeper, and
(6) Keypunch Operator.

Counseling. Organizational responsibility for this process is incorporated within the Student Services Division, which includes Career Guidance and Community Development and Recreation. Counseling Services is now composed of a working Supervisor of Counseling Services, six Staff Counselors and a Clerical/Support staff of two. The counseling staff reports directly to the Supervisor of Counseling Services who in

Turn reports directly to the Coordinator for Student Services. Functionally, the component's responsibility is to bring about an appropriate resolution of the developmental tasks of adult transition in order to assure family, personal, and work functioning.

Each student entering Mountain-Plains is contacted by an assigned counselor. The amount of time spent in Counseling and the particular counseling technique to be used is the result of a negotiation process between student and counselor. In negotiating treatment, the intent is that counselor and student interact in order to agree, mutually, upon the most beneficial counseling program. Once any negotiated treatment cycle is completed, counselor and student have a feedback and review session. Both either agree that the student's accomplishments are sufficient to ensure his future ability to gain employment and family objectives, in which case the student is scheduled out of counseling, or problems needing further attention are identified and a new treatment cycle negotiated and scheduled.

Specialized counseling programs are implemented in order to impact specific areas of concern. Such specialized efforts have included a Weight Control Group, Alcohol Problems Group, Women's Groups, Men's Groups, and Minority Groups.

Recognition of the need for personal development to complement technical training has made the Counseling process an essential part of each adult's program. Unsatisfactory personal development (i.e., negotiated counseling objectives not met) precludes classification as a program completer.

The Mountain-Plains Counseling process augments observation of student behavior with a variety of tests. Tests are administered in the Mountain-Plains test center where the Counseling Aide receives, profiles, and disperses all test information. Tests administered include the Personal Orientation Inventory (POI), Sixteen Personality Factor - Form C (16PF-C), the Student Inventory (S.I.), and the Mooney Problem Checklist. In this fashion, counselors are provided with test results to aid in the identification of problems or growth areas in relation to students.

Upon exit, students are scheduled into the Testing Center for exit counseling tests. Students are administered all tests previously taken except the Mooney Problem Checklist. The Counseling Aide returns test results to the counselors to assist in the preparation of exit reports.

Career Guidance. The career Guidance process of Mountain-Plains is, like the Counseling process, part of the Student Services Division. This process is subdivided into three segments: Awareness, Exploration and World of Work. The Awareness segment was described earlier as encompassing the Vocational Evaluation process. During the Awareness stage the student is assisted in becoming cognizant of his own capabilities and vocational interest. The Awareness stage terminates when the student selects an occupational area based on this self-discovery.

In the Exploration stage, the student analyzes, organizes, and synthesizes information on the general occupational area selected in the Awareness stage. For example, students study employment opportunities, salaries, working conditions and job functions, as well as ascertain the communication and mathematics skills required. The exploration stage also directs the student in planning his own training program. One of the final activities of the Exploration stage is a visit to the occupational preparation area where he or she will receive his training. If the activities observed there match the student's perceptions regarding what is necessary to gain competency in that particular chosen occupation, the Exploration stage is completed. If not, the student may repeat part of the Exploration stage and alter training plans for another try at a satisfactory exit. These decisions are facilitated through group discussions and individual discussions with a Career Guidance staff person.

The World of Work segment of Career Guidance is designed to assist students in developing those skills and behaviors necessary for obtaining and maintaining employment. In order to assist students in obtaining employment, specific guidance activities focus on resume preparation, preparing a personal records booklet for employment, completing a job application form, and interview techniques. A second World of Work objective is to aid students in the development of attitudinal behaviors which are correlates of successful employment. Specific areas of concern focus on student performance, conformance, cooperativeness and dependability behaviors.

5.7.5 Program Exit

Job Development. Job Development is conducted by the State Offices, which are part of State Office Operations. There are two major points which define the Job Development process as it is implemented at Mountain-Plains. First, it is necessary to build a receptive attitude on the part of employers throughout the state towards the Mountain-Plains product--the student. Second, the identification of employment opportunities throughout the state and available to the completing student must be within the bounds of his/her career aspirations in a geographic area acceptable to the family. The basic task of job development is to create a communication network that will function smoothly between the educational system and the labor market. Consequently, the on-Center Student Placement Office works closely with the Career Guidance Department to provide Mountain-Plains students with the latest factual information available as a foundation for realistic decisions regarding placement. The state office is the primary channel for labor market information utilized on-Center. This process informs the educational system of needs in the labor market so it may adjust its processes accordingly and thereby avoid unnecessary activities for students and more satisfactorily meet the needs of the labor market.

Job Placement. The Job Placement process is a cooperative effort between the on-center Student Placement Office and the State Offices, hence it is part of both Education Services and State Office Operations. The Mountain-Plains Job Placement process works as follows: Five weeks prior to program completion a placement packet is mailed from the Center to the state office. The placement packet acquaints the state staff with the student family and introduces the student to potential employers. The placement packet includes a Financial Status Report, Health Report, Transcript, Instructor's Evaluation, and Employability Report. This placement packet assists the State Office Placement staff in describing specific individuals to a potential employer. Two or three weeks prior to exit, the State Office staff arranges interview dates for the student. This interview schedule is coordinated with both the Placement Office and the student on Center. Immediately following completion of the program, the student travels, with program assistance, to the interview site. State office staff are on hand to provide assistance and encouragement. Following the interview the staff member attempts to obtain feedback from the employer which may assist the student in the next interview. An interview evaluation is returned to the center to assist the Career Guidance Department in improving the interview skills provided students who have not yet completed the program. After placement is achieved the family returns to the Center and prepares to move to the new job.

Follow-up. This process is also implemented at the state level by the State Offices. Follow-up process objectives include the following:

- successful settlement of the family in the community
- continuous employment and/or both head-of-household and spouse actively seeking work
- crisis intervention before a job loss or destabilization of the family
- continuing good relationship between the employer and the employee
- career advancement of the head-of-household and working spouse
- maintaining proper family contact with the state office, and
- making every reasonable effort to locate "lost" families.

The Follow-up process also includes supportive services. Supportive services are available in the areas of household budgeting, consumer finance, employer/employee relations and referrals to local mental health programs, medical care, family planning and other community services. In some cases Job Replacement is necessary because of a poor job/employee match, over-sold skill levels or incomplete education.

All follow-up appointments are made at the scheduled time by either mail, phone or visit as circumstances dictate. If a family cannot be found, every effort is made to relocate the family. Follow-up is attempted twice before contact attempts are discontinued. Telephone and mail follow-ups are used for out-of-region families. When a family is thought to have moved to another state within the Mountain-Plains region, the receiving state is contacted and the family folder transferred on request. For each family, follow-up contacts are continued for two years beyond the date of exit.

Follow-up interviews with completer, non-completer, and control families were begun by Abt Associates Inc. in February 1975 as part of the Follow-Up Study.

5.7.6 Administration

The Administration function at Mountain-Plains is carried out primarily by the Executive Office and the Controller. The Executive Director is also President of Mountain-Plains Education and Economic Development Program, Incorporated and is a nonvoting member of the corporation's Board of Directors. The Executive Director has never served as either Chairman or Vice-Chairman of the Board, however. The Executive office includes the Executive Director position which is responsible for managing the entire Mountain-Plains program and the Deputy Director position, immediately under which are the four third-level management positions associated with Education Services, State Office Operations, Student Services, and the Controller's Office. From an administrative standpoint the Personnel Officer and the Registrar must also be included in the Executive Office since these two positions are directly under the Executive Director and Deputy Director, respectively.

While executive authority is retained by the Executive Director, the Management Council is the chief administrative decision-making body of Mountain-Plains Education and Economic Development Program, Incorporated. This council is comprised of divisional-level management personnel, the Controller, the Executive Director, and the Deputy Director. The council meets weekly and serves, under the chairmanship of the Executive Director, as the body which interprets and implements the policies established by the corporation's Board of Directors.

5.8 CROSS-PROGRAM COMPARISONS OF ORGANIZATIONAL STRUCTURES AND PROCESSES

The reader is invited to peruse Table 5.7 which is inserted in the pocket on the inside of the back cover.

Table 5.7 is a cross-program comparison of organizational structures of the five programs. These structures are presented in the forms of abbreviated organization charts. These charts indicate the names of the organizational units and show which processes are accomplished by each unit. In the charts, organizational units are shown by squares within which are letters keyed to the name of the organizational unit. Attached to each square is one or more circles. Circles correspond to processes and the number in each circle designates which process the circle represents. The attachment of a particular circle to a square indicates that the process represented by that circle is carried out by the organizational unit represented by the square.

Table 5.7 also provides salient features of each process for each program. Service areas containing the processes are also indicated. By examining the table, the reader can make comparisons among programs regarding general features of each process and where the process is performed within each program's organization.

The following are examples of the types of information that might be derived from Table 5.7:

(1) Organizational Structure. Compared with other programs, Mountain-Plains has a straight-forward organizational structure with a relatively uniform allocation of processes to organizational units. AJC's organizational structure is relatively more vertical than the other programs' and the Family Services Manager had more than twice as many processes under his/her control than the average for other organizational units at the same level. METC's structure is relatively horizontal with virtually no middle-management positions. The organizational structures of MET and MSFA are more complicated than the other programs because of the fact that the residential components in each is part of a larger service-delivery operation.

(2) Intake (Service Area). All programs have recruiters in the field, although recruiting is only one of the responsibilities of the person who performs this process for METC. AJC, MET, and MSFA have similar screening criteria (established by their common grantor) with AJC's being somewhat more stringent in that they utilize psychological testing in addition to other factors. METC's screening criteria are based on ethnic background and requirements established by the organizations which sponsored the various training programs. Mountain-Plains has the most thorough screening procedures of all the programs.

(3) Child Care/Development (Process). All programs except METC operate a formal child care or child development process. METC provides no child care services whatsoever, so that participating spouses and female heads-of-household must arrange for babysitting services. Mountain-Plains' child development process is for children between the ages of two years and six years. For children younger than two years, care is provided in private homes licensed for infant care. At AJC and MET, organized after-school activities for school-age children are also part of the Child Care/Development process.

The above three examples have been included to illustrate how Table 5.7 might be used to make general comparisons among programs. The entries in the table describing each process are very short summary statements of the detailed material in this chapter.

CHAPTER SIX
RESOURCE ALLOCATION

In Chapter Five we identified and described twenty-one specific processes with which we characterize the operations of the five programs. We grouped these processes into six major Service Areas and found a striking degree of similarity among the programs in terms of their operations and the services they offer to their students.

In this chapter we examine how each program allocates its total resources, presented separately for staff and non-staff costs, across each of the twenty-one processes described earlier. The information we have available allows us to allocate staff resources -- both number of staff and salaries -- directly to each process. We do not, however, generally know the actual non-staff costs associated with each process unless they are identified by a line item; for example, medical coverage. Therefore we must estimate the distribution of non-staff costs across the processes.

6.1 THE PROCEDURE FOR ALLOCATING NON-STAFF COSTS ACROSS PROGRAM PROCESSES

In order to estimate the non-staff costs associated with each process we established an "allocation ratio" for each program. This statistic is the ratio of staff costs to net unspecified non-staff costs for each program. We use this ratio to estimate the non-staff costs associated with each process for which exact non-staff costs are not known. The non-staff costs associated with each process are estimated by multiplying the staff costs associated with the process by the allocation ratio.

The following definitions are necessary to understand how we arrived at each program's allocation ratio:

- Net Annual Operating Expenditures

  This category is the gross expenditures attributable to the program for the base year, minus the gross amount paid back to the program by its students. For example, most of the programs require their students to pay rent back to the program.

- Gross Annual Staff Salaries

  This category includes the total salaries paid to all staff during the base year, plus an estimated amount for staff salaries for persons working for the program but paid by another organization.

- Gross Annual Direct Payments to Students

  The content of this category varies from program to program. The element common to all programs is the subsistence stipends paid to students. This category also includes relocation/dislocation allowances, emergency assistance funds and incentive awards.

- Net Annual Direct Payments to Students

  This amount is defined by subtracting from the gross direct payments to students all monies paid back to the program (e.g., for rent).

- Net Annual Unspecified Non-Staff Costs

  Net unspecified non-staff costs are defined as the program's net annual operating expenditures, minus all of the following: gross annual staff salaries, net annual direct payments to students, and all specified non-staff costs.

With these definitions in mind, the general computing algorithm for computing a program's allocation ratio is:

$$(1)\quad \text{ALLOCATION RATIO} = \frac{\text{Net Annual Unspecified Non-Staff Costs}}{\text{Gross Annual Staff Salaries}}$$

We now turn to an examination of how each program allocated its staff and non-staff resources among the various processes and service areas. After presenting each individual program's resource allocations we provide a table of cross-program percentage comparisons of the way they distributed their resources. Percentages are rounded to the nearest tenth of a percent, which causes minor inconsistencies in some of the totals.

It is important that the reader keep in mind that the dollar amounts in Tables 6.1 - 6.5 showing the programs' resource allocations are not comparable from program to program. The base year used to examine resource allocation ranges from 1973 to 1976, depending on the program. Inflation during this period of time renders the dollar amounts non-comparable without standardization to a common year. In Chapter 7 we standardize dollars to 1976 as a base year for purposes of comparing programs in terms of their training costs.

6.2 ARIZONA JOB COLLEGES, INC. (AJC)

In Fiscal Year 1973, AJC's staff numbered around 90, which included 15 VISTA volunteers. This staff served, on the average, 72 residential family-trainees, plus an equal number of migrant and seasonal farmworker families who received only medical services from AJC's Health Services Division.

The total net expenditure attributable to AJC in Fiscal Year (FY) 1973 (the year ended June 30, 1973) is made up of the following components:

(1) FY 1973 Cash Outflow for Operating Expenditures = $1,383,100

(2) Less: One-half of Medical Facility Operating Costs of $318,900

(3) Plus: Imputed Salaries of Volunteer Workers on AJC's Staff = $117,000

(4) Plus: Estimated Value of Vocational Training Courses Provided by the Gila River Career Center = $342,000

(5) Equals: $1,682,650 Net Expenditures Attributable to AJC in FY 1973.

The cash outflow amount in item (1) above is the amount actually disbursed by AJC in FY 1973. Since AJC's medical facility served an equal number of AJC and non-AJC families, half of the medical facility's operating cost is deducted from the cash outflow expenditures in step (2). The dollar figures applied in steps (3) and (4) are estimated values of hidden subsidies which were available to and utilized by AJC: namely $117,000 in imputed salaries of volunteers from VISTA and the Health Services Corps and $342,000[1] for training provided by the Gila River Career Center (GRCC). The volunteers worked as regular AJC staff members, thereby sparing AJC the salary expenses associated with these positions. The presence of VISTAs at AJC was the result of a grant to the program from ACTION, the federal agency which sponsors the VISTA program. This grant was therefore an implicit source of funds, since it allowed AJC to forego the personnel costs associated with filling the VISTA positions. A dentist was supplied by the Health Services Corps under a similar arrangement. GRCC was part of the local community college (Central Arizona College), and provided classroom training under a grant from the Department of Labor. Since AJC was able to utilize GRCC's staff and facilities as the primary means for implementing its vocational training process, AJC was therefore able to forego most of the costs associated with this process. In order to accurately compare AJC's allocation of resources with those of other programs included in this study, the estimated values quoted above have been included in AJC's net operating costs.

---

[1] The amount of $342,000 was obtained by multiplying the estimated average value of a GRCC training course ($1,500) by the annual throughput of AJC adult trainees in FY 1973 (228). The value of the training course used in this calculation is the middle value of estimates obtained through telephone conversations with GRCC and AJC staff members. The throughput of adult trainees was extracted from Chapter Seven, where the concept of throughput is explained.

Table 6.1 has been prepared to show how AJC's financial and staff resources were allocated across the 21 processes during FY 1973.

6.2.1 AJC Staff Costs

Detailed descriptions of staff members allocated to AJC's service areas and processes are presented in Appendix D. In Table 6.1, the staff cost associated with each process includes the imputed salaries for volunteers who worked in that process. The volunteers have also been counted in the staff allocations to processes in both Table 6.1 and Appendix D. In order to accurately compare AJC with other programs, each VISTA position has been assumed to be worth $7,200 (gross) per annum, since that was AJC's starting salary for teachers in 1973. The imputed salary for the dentist is $18,000. Since the dentist divided his time equally between AJC and non-AJC patients, one-half of this salary is included in staff salaries associated with the medical process and one-half of a person is included in the number of staff for this process.

6.2.2 AJC Net Non-Staff Costs

AJC's non-staff costs were computed as follows:

(1) $1,682,650 = Net FY 1973 Attributable Operating Expenditures

Table 6.1

Arizona Job Colleges:
Allocation of Net Program Operating Expenditures for Calendar Year 1973
Across 21 Program Processes Within Six Major Service Areas

SERVICE AREAS Process	TOTAL RESOURCE ALLOCATION		STAFF RESOURCE ALLOCATION				NON-STAFF RESOURCE ALLOCATION	
	Total Program Cost/Process	% of Total Program Cost	Number of Staff/Process	% of Total Staff/Process	Total Staff Salaries/Process	% of Total Program Cost/Process	Total Non-Staff Cost/Process	% of Total Program Cost/Process
INTAKE	$ 26,400	1.6%	2.5	2.8%	$ 17,500	1.0%	$ 8,900	0.5%
a) Recruitment b) Screening	$ 26,400	1.6%	2.5	2.8%	$ 17,500	1.0%	$ 8,900	0.5%
STUDENT SUPPORT	$ 574,900	34.2%	26.3	29.1%	$ 256,200	15.2%	$ 318,600	18.9%
a) Orientation	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
b) Housing & Maintenance	$ 94,500	5.6%	11.0	12.2%	$ 62,600	3.7%	$ 31,900	1.9%
c) Transportation	27,900	1.7%	2.0	2.2%	18,500	1.1%	9,400	0.6%
d) Medical Care	230,000	13.7%	5.5	6.1%	152,300	9.1%	77,700	4.6%
e) Net Direct Payments to Students	187,900	11.2%	0.0	0.0%	-0-	0.0%	187,900	11.2%
f) Student Organizations	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
g) Recreational or Avocational Activities	34,600	2.0%	3.3	3.6%	22,800	1.4%	11,700	11.7%
EDUCATION, NOT JOB-SPECIFIC	$ 351,400	20.8%	34.7	38.3%	$ 232,700	13.8%	$ 118,700	7.1%
a) Child Care/Development	$ 199,300	11.8%	21.0	23.2%	$ 132,000	7.8%	$ 67,300	4.0%
b) Basic/Foundation Education	58,000	3.4%	6.0	5.5%	38,400	2.3%	19,600	1.2%
c) Life Skills Training	12,700	0.8%	1.0	1.1%	8,400	0.5%	4,300	0.3%
d) Home Skills Training	81,400	4.8%	7.7	8.5%	53,900	3.2%	27,500	1.6%
JOB TRAINING	$ 507,100	30.1%	14.5	16.0%	$ 109,400	6.5%	$ 397,700	23.6%
a) Vocational Evaluation	$ 41,200	2.4%	4.0	4.4%	$ 27,300	1.6%	$ 13,900	0.8%
b) Vocational/Occupational Training	383,200	22.8%	4.0	4.4%	27,300	1.6%	355,900	21.2%
c) Counseling (personal, family) d) Career Guidance	82,700	4.9%	6.5	7.2%	54,800	3.3%	27,900	1.7%
PROGRAM EXIT	$ 44,600	2.7%	5.0	5.5%	$ 29,400	1.7%	$ 15,000	0.9%
a) Job Development b) Job Placement	$ 31,600	1.9%	3.9	4.3%	$ 20,900	1.2%	$ 10,700	0.6%
c) Follow-Up Counseling	13,000	0.8%	1.1	1.2%	8,500	0.5%	4,300	0.3%
PROGRAM ADMINISTRATION	$ 178,300	10.6%	12.0	13.2%	$ 118,100	7.0%	$ 60,200	3.6%
GRAND TOTAL	$ 1,682,400	100.0%	90.5	100.0%	$ 763,300	45.4%	$ 919,100	54.6%

Note: Slight inconsistencies are due to rounding to the nearest hundred.

(2) Less: \$187,900 Net Direct Payments to Students

(3) Less: \$342,000 Estimated Value of Vocational Training

(4) Less: \$763,300 Gross Staff Salaries (includes imputed salaries of volunteers)

(5) Equals: \$389,450 Net Non-Staff Costs

Using gross staff salaries and net non-staff costs, the allocation ratio for AJC we used to allocate the net non-staff costs across processes was:

$$(6) \quad \text{Allocation Ratio} = 0.51 = \frac{\$389,450}{\$763,300}$$

6.2.3 Resource Allocation at AJC

Referring to Table 6.1, we see that overall AJC spent 54.6% of its total resources on staff salaries with the remaining 45.4% going for non-staff expenses.

In terms of the six major Service Areas, Student Support accounted for 34.2% of the total net expenditures, with Job Training close behind at 30.1%, followed by Education, Not Job-Specific at 20.8, Administration at 10.6%, then Program Exit at 2.7% and Intake at 1.6%.

Vocational Training was the most costly single process at 22.8% of the total expenditures, followed by Medical Care at 13.7%, Child Care/Development at 11.8%, Net Direct Payments to students at 11.2%, and Administration at 10.6%.

Medical Care was the process accounting for the highest percentage of total program operating costs among salaries (9.1%), and Vocational Training was the largest (21.2%) category among non-staff costs.

6.3 MADERA EMPLOYMENT TRAINING CENTER (METC)

During the year ending 30 April 1976 METC had, on the average, 53 students in residence and 48 staff members. The net operating expenditures for this period were \$1,020,532. These data were supplied by BIA and were based on invoices from the METC operating contractor. Table 6.2 has been prepared to illustrate how METC has allocated its resources to the various service areas and processes.

6.3.1 METC Staff Costs

Appendix E contains detailed descriptions of staff members who have been assigned to the various service areas and processes at METC. However, it should be noted here that the individual who performs the Recruitment and Job Development for METC has been allocated on a 50-50 basis to those two functions, and this is reflected in Table 6.2. Also, since salary data were supplied in terms of rounded average, e.g., "the counselor makes about $15,000 per year," the salary figures in Table 6.2 are expressed to the nearest hundred dollars.

6.3.2 METC Net Non-Staff Costs

METC's Non-Staff Costs have been computed as follows:

(1) $1,020,532 = Net Operating Expenditures for year ending 30 April 1976

(2) Less: $168,984 = Net Direct Payments to Students (includes net stipends plus health insurance premiums)

(3) Less: $553,000 = Gross Staff Salaries

(4) Equals: $298,548 = Net Non-Staff Costs.

Using gross staff salaries and net non-staff costs, the allocation ratio we used to distribute METC's net non-staff costs across processes was:

$$\text{(5) Allocation Ratio} = 0.54 = \frac{\$298,548}{\$553,000}$$

6.3.3 Resource Allocation at METC

METC's emphasis on Job Training is evident from Table 6.2, which indicates that this service area includes 37.5% of the staff resources and 43.6% of the total program costs. Within the Job Training service area, the Vocational Training process receives 35.4% and 41.3% of the staff and total program costs, respectively. Student Support accounts for another

Table 6.2

Madera Employment Training Center: Allocation of Net Program Operating Expenditures for the Year May 1975–April 1976 Across 21 Program Processes Within Six Major Service Areas

SERVICE AREAS Process	TOTAL RESOURCE ALLOCATION		STAFF RESOURCE ALLOCATION				NON-STAFF RESOURCE ALLOCATION	
	Total Program Cost/Process	% of Total Program Cost	Number of Staff/Process	% of Total Staff/Process	Total Staff Salaries/Process	% of Total Program Cost/Process	Total Non-Staff Cost/Process	% of Total Program Cost/Process
INTAKE	$ 12,300	1.2%	0.5	1.0%	$ 8,000	0.8%	$ 4,300	0.4%
a) Recruitment	$ 12,300	1.2%	0.5	1.0%	$ 8,000	0.8%	$ 4,300	0.4%
b) Screening								
STUDENT SUPPORT	$ 298,400	29.2%	11.0	23.0%	$ 84,000	8.2%	$ 214,400	21.0%
a) Orientation	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
b) Housing & Maintenance	$ 91,700	9.0%	8.0	16.7%	$ 59,500	5.8%	$ 32,200	3.2%
c) Transportation	32,700	3.7%	3.0	6.3%	24,500	2.4%	13,200	1.3%
d) Medical Care	169,000	16.6%	0.0	0.0%	-0-	0.0%	169,000	16.6%
e) Net Direct Payments to Students								
f) Student Organizations	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
g) Recreational or Avocational Activities	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
EDUCATION, NOT JOB-SPECIFIC	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
a) Child Care/Development	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
b) Basic/Foundation Education	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
c) Life Skills Training	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
d) Home Skills Training	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
JOB TRAINING	$ 445,000	43.6%	18.0	37.5%	$ 289,000	28.3%	$ 156,000	15.3%
a) Vocational Evaluation	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
b) Vocational/Occupational Training	$ 421,900	41.3%	17.0	35.4%	$ 274,000	26.8%	$ 147,900	14.5%
c) Counseling (personal, family)	23,100	2.3%	1.0	2.1%	15,000	1.5%	8,100	0.8%
d) Career Guidance	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
PROGRAM EXIT	$ 12,300	1.2%	0.5	1.0%	$ 8,000	0.8%	$ 4,300	0.4%
a) Job Development	$ 12,300	1.2%	0.5	1.0%	$ 8,000	0.8%	$ 4,300	0.4%
b) Job Placement	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
c) Follow-Up Counseling	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
PROGRAM ADMINISTRATION	$ 252,500	24.7%	18.0	37.5%	$ 164,000	16.0%	$ 88,500	8.7%
GRAND TOTAL	$ 1,020,500	100.0%	48.0	100.0%	$ 553,000	54.1%	$ 467,500	45.9%

Note: Slight inconsistencies are due to rounding to the nearest hundred.

29.2% of the total resources, with Program Administration a close third at 24.7%. Intake and Program Exit receive very little financial support (1.2% each) and METC allocates no resources whatsoever to Education, Not Job-Specific. The staff/non-staff expense mix for METC is 54.1% to 45.9%.

6.4 MANPOWER, EDUCATION AND TRAINING, INC. (MET)

MET's grant applications to the Department of Labor, which were submitted around the beginning of calendar year 1974, indicated that $752,743 was requested for the operation of the Family Relocation Project, and identified 53 staff positions to be funded by the grant. At any one time there were on the average, 66 families in Phases I and II of the Family Relocation Project. The Family Relocation Project accounted for 43.4% of the total operating (i.e., exclusive of administrative) costs for all of MET's activities for which support was requested in these grant applications. Said in another way, the $752,743 was part of an overall request of $1.743 millions for non-administrative operations at MET during calendar year 1974.

In addition to the above amounts for support of the Family Relocation Project and other operational activities, MET requested funding to cover administrative personnel in the corporate headquarters in Cleveland, Texas. These individuals have been included in the "Administration" Service Area at a level proportional to the time they ostensibly devoted to the Family Relocation Project (i.e., 43.4%).

At the time that the grant applications referred to in the previous paragraph were submitted, MET's average stipend for its families was $74.50/week. Stipends, however, were not included in the grant application. At that time, MET participant stipends were paid by the Texas Employment Commission. What was included in the grant application, however, was $251,724 for "Relocation Emergency" and "Supportive Services" funds, which were used entirely for participant-family benefits. The total amount for student stipends is computed as follows:

$74.50/week x 52 weeks x 80 families x .83 = $257,233.

The ".83" in the above product is to account for the fact that the MET Family Relocation Project operated at about 83% of capacity during the period of time covered by the grant application.

The net operating expenditure attributable to the MET Family Relocation Project in calendar year 1974, then, is determined as follows:

(1) \$752,743 = amount requested in grant application for the Family Relocation Project

(2) Plus: \$257,233 for student stipends, paid by the Texas Employment Commission

(3) Plus: \$77,319 = .434 (fraction of time MET administrative personnel devote to Family Relocation Project) times \$116,822 (amount requested administrative salaries) times 1.525 (ratio of total administrative amount requested to administrative salaries requested)

(4) Plus: \$14,335 = \$9,400 (salary of Research Statistician, who was part of the administration but was to spend full time on the Family Relocation Project) times 1.525 (ratio of total administrative amount requested to administrative salaries requested)

(5) Equals: \$1,101,630 = total net operating expenditures attributable to MET Family Relocation Project.

Table 6.3 has been prepared to show how MET's financial and staff resources were allocated in 1974 across the 21 processes and 6 Service Areas. Descriptions of the actual staff members assigned to the process may be found in Appendix F.

6.4.1 MET Staff Costs

Total staff costs of \$425,500 have been allocated in Table 6.3 to the six service areas. The Education, Non Job-Specific service area accounted for 43.2% of all MET staff persons. The direct labor costs for staff in this service area was 11.8% of the total program costs.

6.4.2 MET Net Non-Staff Costs

MET's non-staff costs have been computed as follows:

(1) \$1,101,630 = net operating expenditures for calendar year 1974

(2) Less: \$508,957 = direct payments to student (includes Net stipends and Relocation Emergency/Supportive Services Funds)

(3) Less: \$91,654 = gross staff salaries and non-staff costs for the Administration Service Area

(4) Less: \$365,400 = gross staff salaries for service areas other than administration

(5) Equals: \$135,619 = net non-staff costs for service areas other than administration

Table 6.3

Manpower, Education and Training (MET):
Allocation of Net Program Operating Expenditures for Calendar Year 1974
Across 21 Program Processes within Six Major Service Areas

SERVICE AREAS Process	TOTAL RESOURCE ALLOCATION		STAFF RESOURCE ALLOCATION				NON-STAFF RESOURCE ALLOCATION	
	Total Program Cost/Process	% of Total Program Cost	Number of Staff/Process	% of Total Staff/Process	Total Staff Salaries/Process	% of Total Program Cost/Process	Total Non-Staff Cost/Process	% of Total Program Cost/Process
INTAKE	$ 38.600	3.6%	3.6	6.4%	$ 28,200	2.6%	$ 10.400	1.0%
a) Recruitment	$ 19,300	1.8%	1.8	3.2%	$ 14,100	1.3%	$ 5,200	0.5%
b) Screening	19,300	1.8%	1.8	3.2%	14,100	1.3%	5,200	0.5%
STUDENT SUPPORT	$ 563.300	51.1%	5.8	10.2%	$ 39.700	3.6%	$ 523.600	47.5%
a) Orientation	$ 9,300	0.8%	0.4	0.7%	$ 6,800	0.6%	$ 2,500	0.2%
b) Housing & Maintenance	31,700	2.9%	3.4	6.0%	23,100	2.1%	8,600	0.8%
c) Transportation	265,100	24.1%	0.0	0.0%	-0-	0.0%	255,300	23.2%
d) Medical Care			2.0	3.5%	9,800	0.9%		
e) Net Stipends to Students	257,200	23.3%	0.0	0.0%	-0-	0.0	257,200	23.3
f) Student Organizations	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
g) Recreational or Avocational Activities	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
EDUCATION, NOT JOB-SPECIFIC	$ 178.900	16.2%	24.6	43.2%	$ 130.500	11.8%	$ 48.400	4.4%
a) Child Care/Development	$ 80,300	7.2%	14.4	25.3%	$ 58,600	5.3%	$ 21,700	2.0%
b) Basic/Foundation Education	98,600	9.0%	10.2	17.9%	71,900	6.5%	26,700	2.4%
c) Life Skills Training	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
d) Home Skills Training	-0-	0.0%	0.0	0.0%	-0-	0.0%	-0-	0.0%
JOB TRAINING	$ 125.600	11.4%	8.7	15.2%	$ 91.600	8.3%	$ 34.000	3.1%
a) Vocational Evaluation	$ 17,400	1.6%	1.5	2.6%	$ 12,700	1.2%	$ 4,700	0.4%
b) Vocational/Occupational Training	52,900	4.8%	3.4	6.0%	38,600	3.5%	14,300	1.3%
c) Counseling (personal, family)	46,800	4.2%	3.1	5.4%	34,100	3.1%	12,700	1.2%
d) Career Guidance	8,500	0.8%	0.7	1.2%	6,200	0.6%	2,300	0.2%
PROGRAM EXIT	$ 103.400	9.4%	9.0	15.8%	$ 75.400	6.8%	$ 28.000	2.5%
a) Job Development	$ 57,300	5.2%	5.0	8.8%	$ 41,800	3.8%	$ 15,500	1.4%
b) Job Placement								
c) Follow-Up Counseling	46,100	4.2%	4.0	7.0%	33,600	3.1%	12,500	1.1%
PROGRAM ADMINISTRATION	$ 91.700	8.3%	5.3	9.3%	$ 60.100	5.5%	$ 31.600	2.9%
GRAND TOTAL	$ 1.101.500	100%	57.0	100%	$ 425.500	38.6%	$ 676.000	61.4%

Note: Slight inconsistencies are due to rounding to the nearest hundred.

209

Using the gross staff salaries for non-administration service areas and the net non-staff costs for these service areas, we can calculate the allocation ratio for MET:

(6) Allocation Ratio (non-administration service areas)

$$= 0.37 = \frac{\$135,619}{\$365,400}$$

The allocation ratio for the Administration Service Area is .525, which is the ratio of non-staff to staff amounts requested in the 1974 grant proposal for Administration.

6.4.3 Resource Allocation at MET

MET's "way station" philosophy of operation (discussed earlier in Chapters Four and Five) is reflected in their resource allocations, shown in Table 6.3. Over half (51.1%) of the total financial resources of the program were allocated to Student Support, and a larger amount was spent for Education, Not Job-Specific (16.2%) than for Job Training (11.4%). This latter comparative statement is unique to MET, which necessarily must allocate considerable resources to improving their participants' abilities in English, while simultaneously emphasizing early job placement with minimal vocational training. Close behind Job Training is Program Exit at 9.4%, reflecting MET's strong follow-up component. MET's mix of non-staff and staff costs is 61.4% vs. 38.6%, the highest of all the programs.

6.5 MIGRANT AND SEASONAL FARMWORKERS, INC. (MSFA)

In its grant proposal for the program year ending 28 February 1975, MSFA requested $187,402 for Administration, $634,298 for the Training Center, and $580,736 for District Center operations. The latter includes a variety of "economic upgrading" activities including those referred to above which are associated with the Training Center. In the analyses performed in this section, administrative costs have been handled similarly to the way they were for MET. MSFA's Training Center accounted for 47.6% of its total operating budget in the program year ending 28 February 1975. Hence, this percentage of the administrative budget presented in the grant proposal was used for the cost of this category. In addition, 20% of the District Centers' administrative costs and personnel were allocated to administration for MSFA, since roughly 20% of the district activities are related to serving the Training Center.*

---

*The estimate of 20% was derived from a grant application dated 14 February 1974. In a telephone conversation in December 1976, MSFA staff members asserted that this percentage had declined to about 10%.

The Training Center has an on-site staff of 37 people. Approximately 20 District Center staff members perform the Recruitment, Job Development, Follow-Up and part of the Job Placement processes. The Administrative headquarters of the entire MSFA operation is based in Raleigh, North Carolina. In the grant proposal for the year ending February 1975 MSFA identified eleven administrative personnel in the Raleigh office. A full description of MSFA's staffing is in Appendix G.

MSFA's net operating expenditures for the year ending February 1975 were computed using information from the budget in the grant proposal for that period. The calculation proceeds as follows:

(1) $637,298 = amount requested in grant application for the training center

(2) Plus: $91,308 = .476 (fraction of corporate-level administration effort devoted to the Training Center) times $118,336 (total corporate-level administrative salaries in grant proposal budget) times 1.621 (ratio of total corporate-level administrative costs to corporate-level administrative direct labor)

(3) Plus: $35,898 = .2 (estimated fraction of district-level administrative effort devoted to Intake and Program Exit for the Training Center) times $116,705 (total district-level administrative salaries in grant proposal budget) times 1.538 (ratio of total district-level costs to total district-level salaries)

(4) Plus: $126,460 = .2 (estimated fraction of time devoted to the Intake Service Area and the Job Development and Placement Processes by district personnel) times $411,120 (salaries of these district personnel) times 1.538 (ratio of total district-level costs to total district-level salaries.

(5) Plus: $34,122 = .1 (estimated fraction of time devoted to the Follow-Up Process by district personnel) times $221,860 (salaries of these district personnel times 1.538 (ratio of total district-level costs to total district-level salaries)

(6) Equals: $925,086 = net operating expenditures attributable to MSFA's Training Center.

6.5.1 MSFA Staff Costs

Total staff costs of $462,102 have been allocated in Table 6.4 to the six service areas. The largest area of staff allocation is in the area of administration, which is due to the number of corporate-level and district-level administrative personnel who carry out operations related to the Training Center.

6.5.2 MSFA Net Non-Staff Costs

MSFA's non-staff costs are computed as follows:

(1) $925,086 = net operating expenditures attributable to MSFA's Training Center

(2) Less: $134,550 budgeted for stipends in grant proposal for program year ended February 1975

(3) Less: $37,800 budgeted for families' medical insurance in grant proposal

(4) Less $20,000 budgeted for relocation in grant proposal

(5) Less: $2,675 budgeted for physical exaministions

(6) Less: $7,700 budgeted for maintenance of trailers

(7) Less: $3,480 budgeted for day care supplies

(8) Less: $462,102 budgeted for direct labor

(9) Less: $106,928 for non-staff costs associated with district-level and corporate-level personnel.

(10) Equals: $149,851 = net non-staff costs associated with Training Center personnel.

Of the $462,102 for direct in Step (8), $281,242 are attributable to salaries of Training Center personnel. Thus, the allocation ratio for distributing Training Center non-staff costs is:

$$\text{Allocation Ratio} = .533 = \frac{\$149,851}{\$281,242}$$

6.5.3 Resource Allocation at MSFA

MSFA allocated its resources nearly equally between staff and non-staff costs. Among the six major Service Areas, Student Support accounted for about 29% of the program's total resources, Program Administration and Program Exit followed with 21% and 19% respectively. Education, Not Job-Specific and Job Training each accounted for about 15% of total resources, with Intake at 20%. Program Administration was the largest single process (21%) with Net Direct Payments to Students next at slightly over 14%. A relatively heavy emphasis on Job Development is indicated by the 11.4% of total resources expended for this process.

Table 6.4

Migrant and Seasonal Farmworkers Association (MSFA):
Allocation of Net Program Operating Expenditures for the Year March 1974-February 1975
Across 21 Program Processes within Six Major Service Areas

SERVICE AREAS Process	TOTAL RESOURCE ALLOCATION		STAFF RESOURCE ALLOCATION				NON-STAFF RESOURCE ALLOCATION	
	Total Program Cost/Process	% of Total Program Cost	Number of Staff/Process	% of Total Staff/Process	Total Staff Salaries/Process	% of Total Program Cost/Process	Total Non-Staff Cost/Process	% of Total Program Cost/Process
INTAKE	$ 20.600	2.2%	2.4	4.4%	$ 13.392	1.4%	$ 7.200	0.8%
a) Recruitment	$ 20,600	2.2%	2.4	4.4%	$ 13,392	1.4%	$ 7,200	0.8%
b) Screening								
STUDENT SUPPORT	$ 266.000	28.7%	6.0	11.3%	$ 41.175	4.5%	$ 224.790	24.2%
a) Orientation	$ -0-	0.0%	*	0.0%	$ -0-	0.0%	$ -0-	0.0%
b) Housing & Maintenance	33,100	3.6%	3.0	5.6%	16,505	1.8%	16,500	1.8%
c) Transportation	20,000	2.2%	*	0.0%	-0-	0.0%	20,000	2.2%
d) Medical Care	66,200	7.2%	2.0	3.8%	16,830	1.8%	49,400	5.3%
e) Net Stipends to Students	134,600	14.4%	0.0	0.0%	-0-	0.0%	134,600	14.4%
f) Student Organizations	-0-	0.0%	*	0.0%	-0-	0.0%	-0-	0.0
g) Recreational or Avocational Activities	12,100	1.3%	1.0	1.9%	7,860	0.8%	4,200	0.5%
EDUCATION, NOT JOB-SPECIFIC	$ 137.000	14.8%	11.4	21.5%	$ 87.281	9.5%	$ 49.790	5.3%
a) Child Care/Development	$ 77,600	8.4%	7.0	13.2%	$ 48,505	5.2%	$ 29,100	3.1%
b) Basic/Foundation Education	46,100	5.0%	3.4	6.4%	30,106	3.3%	16,000	1.7%
c) Life Skills Training	-0-	0.0%	*	0.0%	-0-	0.0%	-0-	0.0%
d) Home Skills Training	13,300	1.4%	1.0	1.9%	8,670	0.9%	4,600	0.5%
JOB TRAINING	$ 132.900	14.4%	10.6%	20.0%	$ 86.747	9.4%	$ 46.200	5.0%
a) Vocational Evaluation	$ -0-	0.0%	*	0.0%	$ -0-	0.0%	$ -0-	0.0%
b) Vocational/Occupational Training	68,200	7.4%	5.6	10.5%	44,542	4.8%	23,700	2.6%
c) Counseling (personal, family)	64,700	7.0%	5.0	9.5%	42,205	4.6%	22,500	2.4%
d) Career Guidance								
PROGRAM EXIT	$ 175.300	19.0%	7.6	14.4%	$ 113.993	12.4%	$ 61.300	6.6%
a) Job Development	$ 105,800	11.4%	1.2	2.3%	$ 68,832	7.5%	$ 37,000	4.0%
b) Job Placement	51,200	5.5%	4.7	8.8%	33,275	3.6%	17,900	1.9%
c) Follow-Up Counseling	18,300	2.0%	1.7	3.3%	11,886	1.3%	6,400	0.7%
PROGRAM ADMINISTRATION	$ 193.590	20.9%	14.8	28.4%	$ 119.414	12.9%	$ 74.100	8.0%
GRAND TOTAL	$ 925.000	100%	52.8	100%	$ 462.102	50.1%	$ 462.990	49.9%

Note: Slight inconsistencies are due to rounding to the nearest hundred.

6.6 MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC. (MP)

For the year September 1975 through the end of August 1976, Mountain-Plains had gross operating expenditures of approximately $5,261,500, with a total staff of 171 persons and an average of approximately 188 families in residence at the Center in Glasgow. Since students pay MP an average of $10/week for rent, MP's net operating expenditures for the year were approximately $5,164,500.

6.6.1 MP staff Allocations

In allocating MP's staff resources across the 21 program processes the following assumptions were made:

- The State Offices efforts were divided equally between Recruitment, Job Development and Job Placement,
- Career Guidance staff was allocated 1/3: 2/3 between Vocational Evaluation and the Career Guidance process (since the Career Guidance process has three stages, the first of which is Vocational Evaluation),
- Six members of the Community Development Staff were allocated, over Orientation, Student Government, and Recreational Activities,
- The Coordinator and Secretary of Student Services were allocated, over Orientation, Student Government, Recreational Activities, Counseling and Career Guidance, proportionally to the numbers of Student Services personnel in each of these processes,
- The Associate Director and Secretary, Education Services were allocated over Child Development, Basic Education, Life/Home Skills Training and Vocational Training proportionally to the numbers of personnel in those processes, and
- The Property and Maintenance Supervisor and Secretary were allocated equally between Housing and Maintenance and Administration.

6.6.2 MP Net Non-Staff Costs

MP's net non-staff costs were computed as follows:

(1) $5,164,500 = Net Annual Operating Expenditures for the year ending 31 August 1976

(2) Less: $203,000 Medical Care Costs

(3) Less: $973,300 Net Direct Payments to Students (includes subsistence stipends, incentive awards and relocation/dislocation allowances)

(4) Less: $2,141,900 Gross Staff Salaries
(5) Equals: $1,846,300 Net Non-Staff Costs
(6) Allocation Ratio = 0.86 = $\frac{\$1,846,300}{\$2,141,900}$

6.6.3 Resource Allocation at Mountain-Plains

Table 6.5 displays how Mountain-Plains allocated its total, staff and non-staff resources across the 21 program processes within the six major Service Areas. Overall, Mountain-Plains allocated about 41% of its resources to staff salaries and 59% to non-staff costs.

In terms of the six major Service Areas, Student Support accounted for 30% of the program's total net expenditures, followed by Program Administration at 23%. Job Training and Education, Not Job-Specific were next, accounting for 20% and 16% respectively. Program Exit took up about 9% and Intake accounted for the remaining 3% of the total net expenditures.

Among the 21 distinct operating processes Program Administration was the largest expenditure category (23% of total net expenditures) followed closely by Net Direct Payments to Students, which accounted for nearly 19% of the total. Job Training was third at slightly over 13%. The Child Care/Development process followed at 7%, and other specific categories accounted for smaller percentages.

Table 6.5

Mountain-Plains (MP):
Allocation of Net Program Operating Expenditures for the Year September 1975-August 1976
Across 21 Program Processes Within Six Major Service Areas

SERVICE AREAS Process	TOTAL RESOURCE ALLOCATION		STAFF RESOURCE ALLOCATION				NON-STAFF RESOURCE ALLOCATION	
	Total Program Cost/Process	% of Total Program Cost	Number of Staff/Process	% of Total Staff/Process	Total Staff Salaries/Process	% of Total Program Cost/Process	Total Non-Staff Cost/Process	% of Total Program Cost/Process
INTAKE	$ 148,400	2.9%	5.0	2.9%	$ 79,700	1.5%	$ 68,700	1.3%
a) Recruitment	$ 148,400	2.9%	5.0	2.9%	$ 29,700	1.5%	$ 68,700	1.3%
b) Screening								
STUDENT SUPPORT	$ 1,556,900	30.1%	23.3	13.6%	$ 204,400	4.0%	$ 1,352,500	26.2%
a) Orientation	$ 43,000	0.8%	2.4	1.4%	$ 23,100	0.4%	$ 19,900	0.4%
b) Housing & Maintenance	172,000	3.3%	11.0	6.4%	92,400	1.8%	79,600	1.5%
c) Transportation	27,600	0.5%	2.0	1.2%	14,800	0.3%	12,800	0.2%
d) Medical Care	203,000	3.9%	0.0	0.0%	-0-	0.0%	203,000	3.9%
e) Net Direct Payments to Students	973,300	18.8%	0.0	0.0%	-0-	0.0%	973,300	18.8%
f) Student Organizations	42,200	0.8%	2.4	1.4%	23,100	0.4%	19,900	0.4%
g) Recreational or Avocational Activities	93,100	1.8%	5.5	3.2%	51,000	1.0%	44,000	0.9%
EDUCATION, NOT JOB-SPECIFIC	$ 801,000	15.5%	31.6	18.5%	$ 430,200	8.3%	$ 370,800	7.2%
a) Child Care/Development	$ 362,000	7.0%	13.2	7.7%	$ 194,400	3.8%	$ 167,600	3.2%
b) Basic/Foundation Education	152,100	2.9%	7.1	4.2%	81,700	1.6%	70,400	1.4%
c) Life Skills Training	286,900	5.6%	11.3	6.6%	154,100	3.0%	132,800	2.6%
d) Home Skills Training								
JOB TRAINING	$ 1,019,600	19.8%	46.1	27.0%	$ 547,600	10.6%	$ 472,000	9.2%
a) Vocational Evaluation	$ 55,500	1.1%	2.4	1.4%	$ 29,800	0.6%	$ 25,700	0.5%
b) Vocational/Occupational Training	688,400	13.3%	30.5	17.8%	369,700	7.2%	318,700	6.2%
c) Counseling (personal, family)	189,900	3.7%	8.3	4.9%	102,000	2.0%	87,900	1.7%
d) Career Guidance	85,800	1.7%	4.9	2.9%	46,100	0.9%	39,700	0.8%
PROGRAM EXIT	$ 445,200	8.6%	15.0	8.8%	$ 239,100	4.6%	$ 206,100	4.0%
a) Job Development	$ 148,400	2.9%	5.0	2.9%	$ 79,700	1.5%	$ 68,700	1.3%
b) Job Placement	148,400	2.9%	5.0	2.9%	79,700	1.5%	68,700	1.3%
c) Follow Up Counseling	148,400	2.9%	5.0	2.9%	79,700	1.5%	68,700	1.3%
PROGRAM ADMINISTRATION	$ 1,193,400	23.1%	50.0	29.2%	$ 640,900	12.4%	$ 552,500	10.7%
GRAND TOTAL	$ 5,164,500	100.0%	171.0	100.0%	$ 2,141,900	41.4%	$ 3,022,600	58.6%

Note: Slight inconsistencies are due to rounding to the nearest hundred.

6.7 CROSS-PROGRAM COMPARISONS OF RESOURCE ALLOCATION

In this section we provide a comparison of the five programs in terms of the percentages of their total resources they allocated to each of the six major Service Areas and 21 processes. Although we found a striking degree of similarity in terms of the number and range of service each program provides its students, the similarity in range of services does not, however, necessarily mean that all programs place the same priorities on the various Service Areas and processes. An examination of the percentages allocation of total program resources to the various functions will reflect the various programs' priorities and underlying operating philosophies. Table 6.6 on the next page provides the percentages for the following discussion.

Each of the five programs devoted only a small percentage of its total resources to the Intake Service Area, which includes both recruitment and screening. METC was lowest at 1.2% of its total resources, reflecting the fact that much of the Intake function is accomplished by referrals from outside the program. MET had the highest allocation of resources to the Intake function but this amounted to only 3.6% of total net expenditures.

Student Support accounted for a larger percentage of total resources than any other Service Area in every program except METC (where it was second highest). At MET Student Support constituted over 51% of the program's total net operating expenditures, compared to about 34% at AJC, 30% at MP, and 29% at both METC and MSFA. These percentages clearly indicate a high commitment to student support by all the programs. The exceptionally high percentage at MET reflects the program operating philosophy of being a "way station" in the process of relocating families geographically and culturally. Among the seven processes included in the Student Support Service Area, Net Direct Payments to Students, Medical Care and Housing are allocated the highest percentages of total resources by all the programs. MET and MP allocated noticeably higher percentages of their resources to Net Direct Payments to Students (23.3% and 18.8%, respectively) than the other programs. At MET monies allocated to this category include emergency funds for students (e.g., to repair vehicles, etc.). At MP this category includes (in addition to the subsistence stipends common to all the programs)

Table 6.6

Cross-Program Comparisons of the Percentage Allocation of Program Resources Across 21 Program Processes within Six Major Service Areas

SERVICE AREA Process	PROGRAMS				
	AJC	METC	MET	MSFA	MP
INTAKE	1.6%	1.2%	3.6%	2.2%	2.9%
a) Recruitment	0.8	0.6	1.8	1.1	1.5
b) Screening	0.8	0.6	1.8	1.1	1.4
STUDENT SUPPORT	34.2%	29.2%	51.1%	28.7%	30.1%
a) Orientation	0.0	0.0	0.8	0.0	0.8
b) Housing & Maintenance	5.6	9.0	2.9	3.6	3.3
c) Transportation	1.7	3.7	12.0	2.2	0.5
d) Medical Care	13.7	8.3	12.1	7.2	3.9
e) Net Stipends to Students	11.2	8.3	23.3	14.4	18.8
f) Student Organizations	0.0	0.0	0.0	0.0	0.8
g) Recreational or Avocational Activities	2.0	0.0	0.0	1.3	1.8
EDUCATION, NOT JOB-SPECIFIC	20.8%	0.0%	16.2%	14.8%	15.5%
a) Child Care/Development	11.8	0.0	7.2	8.4	7.0
b) Basic/Foundation Education	3.4	0.0	9.0	5.0	2.9
c) Life Skills Training	0.8	0.0	0.0	0.0	2.8
d) Home Skills Training	4.8	0.0	0.0	1.4	2.8
JOB TRAINING	30.1%	43.6%	11.4%	14.4%	19.8%
a) Vocational Evaluation	2.4	0.0	1.6	0.0	1.1
b) Vocational/Occupational Training	22.8	41.3	4.8	7.4	13.3
c) Counseling (personal, family)	2.4	2.3	4.2	3.5	3.7
d) Career Guidance	2.5	0.0	0.8	3.5	1.7
PROGRAM EXIT	2.7%	1.2%	9.4%	19.0%	8.6%
a) Job Development	0.9	1.2	2.6	11.4	2.9
b) Job Placement	0.9	0.0	2.6	5.5	2.9
c) Follow-Up Counseling	0.8	0.0	4.2	2.0	2.8
PROGRAM ADMINISTRATION	10.6%	24.7%	8.3%	20.9%	23.1%
	100%	100%	100%	100%	100%

Note: Slight inconsistencies are due to rounding errors.

incentive awards and large amounts to cover moving to and from the residential Center in Glasgow (which is a long way from nearly everywhere).

The Education, Not Job Specific Service Area displays an important difference between METC and the other programs. This Service Area is comprised of basic or foundation education, plus three other areas of education that are designed primarily to teach students how to deal with themseleves, their families and home life--Child Care/Development, Life Skills Training and Home Skills Training. METC allocated zero percent of its resources to the Education, Not Job-Specific Service Area, while the other four programs allocated from 15% to 21% to this area. This difference may be due partially to the fact that METC students tend to have higher levels of formal education at entry than do students at the other programs, but it must also reflect a basic difference in the underlying philosophies of the programs. We conclude that METC feels that the job skill training they provide will overcome any problems related to the intent of the Education, Not Job-Specific Service Area (with the exception of some personal and family counselling categorized under Job Skill Training). Within this Area, the Child Care/Development process received the highest allocation of resources by four of the programs (AJC: 12%; MSFA: 8%; and MP: 7%), while MET placed the highest priority on Basic/Foundation Education (9%) with Child Care/Development second at 7%.

The Job Training Service Area shows widely divergent priorities among the five programs. METC allocated 44% of its resources to this Service Area, and over 41% was specifically for the Vocational/Occupational Training process. At the other extreme, MET allocated only 11.4% of its total resources to Job Skill Training and there was a nearly even split between the Counselling and Vocational/Occupational Training processes at between 4% and 5% each. Over 30% of AJC's resources were allocated to the Job Skill Training Service Area, with most of this going specifically for the Vocational/Occupational Training process. MP followed with 20% of its resources allocated to this Service Area, with most of this directed to the Vocational/Occupational Training Process.

The Program Exit Service Area also showed a wide divergence in resource allocation across the five programs. MSFA placed the highest priority on this Area at 19% of its resources, with over half of the resources for this Area devoted to the Job Development process (11.4% of MSFA's total resources). MSFA's high priority on Job Development was noticeably lacking in the other programs (which allocated from less than 1% to a maximum of 2.9% to this process). MET was second to MSFA in its priority on Program Exit, with 9.4% of its resources allocated to this Area. However, nearly half of this allocation was geared to follow-up counselling (4.2%).

The percentage of program resources consumed by Program Administration also differed widely across the programs. METC (25%), MP (23%) and MSFA (21%) were the highest on allocations to administration, and generally devoted over twice the percentage of total program resource to this function than did AJC (10.6%) and MET (8.3%).

In summary, the five programs show substantially different profiles of resource allocation across the six major Service Areas. The differences in these resource allocation profiles tend to reflect fundamental differences in the operating philosophies and objectives of the programs.

In the next chapter we examine the dollar costs associated with processing students at each program, in terms of the base year for which we have data and then in terms of operating-year dollars standardized to 1976 dollars for purposes of cross-program comparisons.

CHAPTER SEVEN

COSTS PER SERVICE UNIT

In this chapter we examine the operating levels of the program and how much it cost each program to produce various types of service units -- families, adult trainees, and total number of persons affected by the programs. These service units are further disaggregated in terms of completion status -- program completers, non-completers, and all participants considered as a group.

It is important to note that the dollar amounts displayed for the programs in Sections 7.2 - 7.6 below are based on the year of a program's operations specified in each section. Again, due to inflation and the various years which the data represent, the dollar amounts are not directly comparable. In Section 7.7 we standardize each program's costs for the various types of service units to 1976 dollars for purpose of conducting cross-program cost comparisons.

The measures of program operating levels and expenditures used in this chapter have been extracted from transcriptions of participant records, grant applications and program progress reports to their funding agencies for the base year specified for each program.

7.1 DEFINITIONS OF MEASURES OF OPERATING CHARACTERISTICS[*]

The following definitions should be kept in mind while reading the remainder of this chapter:

(1) SERVICE UNIT

A service unit is one of three types:

(a) A participant family.

(b) An adult trainee is an adult who participated in the job skill training part of the program.

(c) A participant person refers to all members of a participant family. This service unit is included on the assumption that all members of a participant family are affected, whether they participate directly in the program or not.

---

[*] See Appendix B for additional detail.

(2) OPERATING LEVELS

Defined as the average number of service units (families adult trainees, or persons) participating in a program at any given time during the base year.

(3) THROUGHPUT

This is a flow rate defined as the number of service units (families, adult trainees, or persons) who enter, and therefore exit, a program (during its base year).

(4) COMPLETION STATUS

Completers, who met all program requirements for "graduation" before leaving a program; and Non-Completers, who left a program prior to fulfilling its graduation requirements.

(5) COMPLETION RATE

Defined as the ratio of the operating level of Completer Service Units to the total program operating level of Service Units.

(6) TIME IN PROGRAM

The average number of months a family service unit stays in a program (further specified by completion status: completer, non-completer).

(7) COST is presented in several ways to respond to different questions about the cost of the services delivered. For each case the cost is given (a) per family, (b) per adult receiving job-skill training, and (c) per family member.

(A) COST PER SERVICE UNIT YEAR is the cost of maintaining one opening at the program for one year. It responds to the questions, "How much does it cost to maintain an opening* in the program for one year?" The advantage of these calculations is that they do not depend on, nor are they affected by, the length of time participants stay in the program. We have computed it as:

$$\text{COST PER SERVICE UNIT YEAR} = \frac{\text{Net Program Operating Costs for the Year}}{\text{Service Unit Operating Level}}$$

(B) COST PER SERVICE UNIT is the cost of providing service to clients in the program depending upon their completion status. These costs are computed separately for (a) all participants, (b) completers, and (c) non-completers (and for families, adult trainees, and all family members within each completion status category). These calculations respond to the questions, "How much does it cost to serve participants in each completion status category?" These calculations take into account the length of time participants stay in a program and show the actual dollar cost for each type of service unit. We calculated these costs in two steps:

---

*(for a family, adult trainee, or family member)

(1) COST PER SERVICE UNIT MONTH =

$$\frac{\text{Cost per Service Unit Year}}{12}$$

(2) COST PER SERVICE UNIT =

$$(\text{Cost per Service Unit Month}) \times (\text{Time in Program in Months})$$

(C) COST PER COMPLETER UNIT is a cost measure based on the assumption that non-completers receive no benefit service from participation in a program, and therefore all program operating costs should be used in computing the cost of producing completers. This cost calculation responds to the question, "If we make the assumption that non-completers receive no benefits or service from participation in a program, how much does it cost to produce a service unit who does receive benefits?" This measure is strongly affected by the completion rate for a program. We computed it as:

COST PER COMPLETER UNIT =

$$\frac{\text{Net Program Costs for the Year}}{\text{Throughput of Completers}}$$

7.2 AJC: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING DECEMBER 1973

The year of 1973 was the only period of time during which AJC achieved what can reasonable be defined as a "stable mode of operation." During 1973 AJC's operating level was 72 families, 114 adult trainees and 325 persons, with a total net operating expenditure for the year of approximately $1,682,650. AJC's Completion Rate was 0.53, with Completers staying in the program an average of 11.1 months and Non-Completers 4.8 months. Table 7.1 shows the results of these data.

AJC's cost per family service year was $23,370. This reduced to $14,760 for an adult trainee service year, and down to $5,177 for a person service year. The cost to produce a family completer service unit was $21,623, $13,654 to produce an adult trainee completer (59% of the female spouses participated in job training at AJC), and the cost per person in completer families was $4,784.

AJC had a particularly heavy investment in Non-Completers, since they constituted such a high proportion (47%) of program participants and stayed in the program for a relatively long period of time (an average of 4.8 months). The costs to AJC for Non-Completers were: families: $9,350; Adult Trainees: $5,904; and per person: $2,069. The low Completion Rate drastically affected AJC's costs to produce a Completer Unit (which are based on the program's total net operating expenditures): $41,040 for families and $28,044 per trained adult completer. These costs are substancially greater than for any other program, and reflect the importance of having participants complete a program rather than dropping out.

7.3 METC: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING APRIL 1976

The base year for our examination of METC's operating levels and costs was the year ending 30 April 1976. During this period of time METC's operating level was 62 families and 112 persons. Since no female spouses participate in the job skill training offered at METC, the number of adult trainees equals the number of families. METC's total net operating expenditure for the year was $1,020,532, with a Completion Rate of 0.85.*

---

*Based on a recent telephone conversation with the BIA Sacramento Area Office Employment Assistance Officer.

TABLE 7.1

Arizona Job Colleges
Program Operating Characteristics and Service Unit Costs for the Year Ending December 1973

	ALL PARTICIPANTS			COMPLETERS			NON-COMPLETERS		
	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons
1. Average Number of Units in Residence	72	114	325	38	60	172	34	54	153
2. Number of Units Processed during the Year	126	228	651	41	65	186	85	163	456
3. Average Number of Months in Program	6.9	6.9	6.9	11.1	11.1	11.1	4.8	4.8	4.8
4. Average Cost to Produce a Service Unit	$13,441	$8,487	$2,974	$21,623	$13,653	$4,784	$9,350	$5,904	$2,069
5. Average Cost to Produce a Completer (based on total program cost for the year)	▨	▨	▨	$41,040	$28,044	$9,783	▨	▨	▨
6. Program Cost per Service Year	$23,370	$14,760	$5,177	▨	▨	▨	▨	▨	▨

Completers stayed in the program an average of 9.4 months,[*] and information on the average length of stay in the program for Non-Completers was not available. Table 7.2 summarizes the results of these basic pieces of information.

METC's cost per family service year for this period was $16,460 (the same per adult trainee), and $9,112 per person service year. The cost for METC to produce a family Completer service unit was $12,888 (the same per adult trainee), and $7,134 per person Completer service unit.

Although we cannot compute METC's cost for an average Non-Completer service unit (since we don't know the average length of time in the program), we know that the program sank an estimated $153,075 into Non-Completer service units during the year.

The cost for METC to produce a Completer Unit (all program costs assigned to completers) was, for families: $15,083 (the same for adult trainee completers) and $8,415 per person in completer families.

7.4 MET: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING NOVEMBER 1974

During the year of December 1973 through November 1974 MET had an operating level of 66 families, 84 adult trainees and 296 persons and a total net program operating cost of $1,101,630. MET's Completion Rate was 0.77, with the average completer staying in the program only 3.23 months. Information regarding the length of time non-completers spent at MET was not available. MET's cost per family year was $16,691, which reduced to $13,114 for an adult trainee service year, and to $3,722 for a person service year.

The average cost to produce a Completer family at MET was $4,493. Considering all adults who completed job training, MET's cost to produce an adult trainee completer was $3,525. The cost per person in completer families was $1,001. These costs are substantially lower than the other programs, reflecting the shorter period of time participants stay in MET.

Although we cannot compute MET's cost for an average Non-Completer service unit we estimate that MET expended approximately $253,375 on Non-Completers during the year.

---

[*] The durations of METC's training programs are 37 weeks, 44 weeks and two programs for 40 weeks.

Table 7.2

Madera Employment Training Center
Program Operating Characteristics and Service Unit
Costs for the Year Ending April 1976

	ALL PARTICIPANTS			COMPLETERS			NON-COMPLETERS		
	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons
1. Average Number of Units in Residence	62	62	112	53	53	95	9	9	17
2. Number of Units Processed during the Year	not available	not available	not available	68	68	123	not available	not available	not available
3. Average Number of Months in Program	not available	not available	not available	9.4	9.4	9.4	not available	not available	not available
4. Average Cost to Produce a Service Unit	cannot be computed	cannot be computed	cannot be computed	$12,888	$12,888	$7,134	cannot be computed	cannot be computed	cannot be computed
5. Average Cost to Produce a Completer (based on total program cost for the year)	▨	▨	▨	$15,083	$15,083	$8,415	▨	▨	▨
6. Program Cost per Service Year	$16,460	$16,460	$9,112	▨	▨	▨	▨	▨	▨

Table 7.3

Manpower, Education, and Training Inc.
Program Operating Characteristics and Service Unit
Costs for the Year Ending November 1974

	ALL PARTICIPANTS			COMPLETERS			NON-COMPLETERS		
	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons
1. Average Number of Units in Residence	66	84	296	51	65	229	15	19	67
2. Number of Units Processed during the Year	not available	not available	not available	189	240	849	not available	not available	not available
3. Average Number of Months in Program	not available	not available	not available	3.23	3.23	3.23	not available	not available	not available
4. Average Cost to Produce a Service Unit	cannot be computed	cannot be computed	cannot be computed	$4,493	$3,525	$1,001	cannot be computed	cannot be computed	cannot be computed
5. Average Cost to Produce a Completer (based on total program cost for the year)	▨	▨	▨	$5,829	$4,590	$1,298	▨	▨	▨
6. Program Cost per Service Year	$16,691	$13,114	$3,722	▨	▨	▨	▨	▨	▨

The cost for MET to produce a Completer Unit (all program costs assigned to completers) was $5,829 for families; $4,590 for adult trainees; adn $1,298 per person in completer families.

7.5 MSFA: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING FEBRUARY 1975

For the year ending 28 February 1975 MSFA had total net operating expenditures of $925,000 with operating levels of 45 families, 76 adult trainees and 178 persons. MSFA's Completion Rate was 0.82, with Completers staying in the program an average of 7 months and Non-Completers an average of 6 months. Table 7.4 shows the results of these data.

MSFA's cost per family service year was $20,556; this reduced to $12,171 per adult trainee service year, and $5,197 per person service year. The cost to produce a family Completer service unit at MSFA during the base year was $11,991. For adult trainee Completer service units the cost reduced to $7,098 (71% of spouses participated in job training at MSFA), and down to $3,031 per person in Completer families.

MSFA's costs to produce Non-Completer service units was nearly the same as for Completers, since both types stayed in the program nearly the same length of time. Non-Completer family service units cost an average of $10,278 and Non-Completer adult trainee service units cost about $6,084. The per person Non-Completer service unit cost was $2,598.

Due to the fairly high Completion Rate at MSFA, its costs per Completer Unit (with all costs assigned to Completers) were not exceptionally higher than for the completer service units discussed above. Family Completer Units cost MSFA $14,581; adult trainee Completer Units cost $8,568; and the per person Completer Unit cost was $3,696.

7.6 MP: OPERATING LEVELS AND SERVICE UNIT COSTS FOR THE YEAR ENDING AUGUST 1976

For the year ending 31 August 1976 MP had total net operating expenditures of approximately $5,164,500 and operating levels of 188 families, 300 adult trainees, and 664 persons. These figures show MP to be by far the largest in scale of the five programs considered in this study. MP's Completion Rate was 0.79 with completers staying in the program an average of 8.4 months and non-completers staying an average of 4.3 months. Table 7.5 shows the effects of these basic data.

Table 7.4

Migrant and Seasonal Farmworkers Association
Program Operating Characteristics and Service Unit
Costs for the Year Ending February 1975

	ALL PARTICIPANTS			COMPLETERS			NON-COMPLETERS		
	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons
1. Average Number of Units in Residence	45	76	178	37	63	146	8	13	32
2. Number of Units Processed during the Year	79	135	312	63	108	249	16	27	63
3. Average Number of Months in Program	6.8	6.8	6.8	7.0	7.0	7.0	6.0	6.0	6.0
4. Average Cost to Produce a Service Unit	$11,648	$6,895	$2,944	$11,991	$7,098	$3,031	$10,278	$6,084	$2,598
5. Average Cost to Produce a Completer (based on total program cost for the year)	▨	▨	▨	$14,581	$8,568	$3,696	▨	▨	▨
6. Program Cost per Service Year	$20,556	$12,171	$5,197	▨	▨	▨	▨	▨	▨

Table 7.5

Mountain-Plains Education & Economic Development Program, Inc.
Program Operating Characteristics and Service Unit Costs for the Year Ending August 1976

	ALL PARTICIPANTS			COMPLETERS			NON-COMPLETERS		
	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons	Families	Adult Trainees	All Persons
1. Average Number of Units in Residence	188	300	664	149	238	526	39	62	138
2. Number of Units Processed during the Year	322	515	1,137	213	341	752	109	174	385
3. Average Number of Months in Program	7.5	7.5	7.5	8.4	8.4	8.4	4.3	4.3	4.3
4. Average Cost to Produce a Service Unit	$17,168	$10,763	$4,860	$19,228	$12,054	$5,443	$9,843	$6,171	$2,786
5. Average Cost to Produce a Completer (based on total program cost for the year)				$24,259	$15,187	$6,871			
6. Program Cost per Service Year	$27,471	$17,215	$7,778						

MP's cost per family service year was $27,471 for the base year; $17,225 per adult trainee service year; and $7,778 per person service year. The costs to produce a Completer family service unit was $18,228; this reduced to $12,054 for an adult trainee service unit (approximately 60% of the female spouses at MP participated in job training); and the cost per person Completer service unit was $5,443.

Among Non-Completer service units the cost per family was $9,843; for adult trainees it was $6,171; and the per person Non-Completer cost was $2,786.

MP's costs to produce Completer Units (with all program operating costs assigned to Completers) were $24,259 for a family Completer Unit; $15,187 for an adult trainee Completer Unit; and $6,871 per person in a Completer Unit family.

7.7 CROSS-PROGRAM COMPARISONS OF SERVICE UNIT COSTS STANDARDIZED TO 1976 DOLLARS

In Sections 7.1 - 7.6 we presented the operating levels and costs per service unit for each of the five programs included in this study. The cost figures presented in those sections referred to the year for which we obtained the information about the program. Several years are involved, ranging from January 1973 through the end of August 1976, a period of time when inflation was increasing costs at a rapid rate and therefore making the program costs presented for the five programs in Section 7.1 - 7.6 not directly comparable.

In this section we present cross-program comparisons of costs per service unit, with the cost figures standardized to 1976 dollars using the Consumer Price Index (CPI). The CPI values and standardization ratios for each program are discussed in Appendix C. The standardization ratio used to adjust each program's cost figures are:

- AJC: 1.31
- METC: 1.02
- MET: 1.16
- MSFA: 1.11
- MP: 1.00

7.7.1 Cross-Program Comparisons of FAMILY Service Unit Costs (in 1976 dollars)

Table 7.6 on the following page presents comparisons of the five programs in terms of their costs (in 1976 dollars) to produce various types of family service units. In terms of the family service year concept (which standardizes costs in terms of the throughput rate, thus taking out the effect of average time in program) there was substantially less variation in the programs' costs than on other measures. METC had the lowest family service year cost at $16,800 and AJC had the highest at $30,600. MP had the second most expensive family service year at $27,500 and MET and MSFA were in the middle with $19,362 and $22,800 respectively.

The costs per Completer Family (with all program operating costs assigned to completers) show extreme differences among the five programs. AJC, at a cost of $53,800 per Completer Family, was by far the highest. Mountain-Plains was second with $24,300 and METC and MSFA were nearly the same at $15,400 and $16,200 respectively. MET was by far the lowest, with a cost of $6,761 per Completer Family. The dramatic differences among the programs on this cost factor is a function of the average length of time participants (both completers and non-completers) stay in the programs, the Completion Rates for the programs, and the family service year cost.

As we found in Chapter Six, the programs allocate their resources in quite different ways across the six major Service Areas and twenty-one processes, indicating different priorities among the programs. As we noted in the introduction to this report, data are not available that allow us to assess either the economic or non-economic impacts of most of the programs. We are therefore left in the position of not being able to make any statement about whether the differential costs incurred by the various programs result in differential benefits to program completers. In addition, the computation of program costs to produce a Completer Family has assumed that no benefits accrue to non-completers. This is a harsh assumption that raises the apparent costs of the program and that may or may not be valid but, again, due to the lack of adequate evaluative data we can not test the assumption.

The cost of producing completer families may be viewed from a very different cost perspective -- i.e., attributing to completer families only the proportion of a program's operating costs actually spent on the

Table 7.6
Cross-Program Comparisons of Costs per Service Units: FAMILIES
(in 1976 Dollars)

		AJC	METC	MET	MSFA	MP
1. Total Net Program Operating Expenditures for the Year		$2,204,300	$1,040,900	$1,277,900	$1,026,800	$5,164,500
2. Cost per Service Year		$ 30,615	$ 16,789	$ 19,362	$ 22,817	$ 27,471
3. Cost to Produce a Completer Unit (all operating costs assigned to completers)		$ 53,762	$ 15,385	$ 6,761	$ 16,185	$ 24,259
4. ALL PARTICIPANTS	• Operating Level	72	62	66	45	188
	• Months in Program	6.9	?	?	6.8	7.5
	• Throughput (units per year)	126	?	?	79	322
	• Cost per Service Unit	$17,604	?	?	$ 12,929	$ 17,168
5. COMPLETERS	• Operating Level	38	53	51	37	149
	• Months in Program	11.1	9.3	3.23	7.0	8.4
	• Throughput (units per year)	41	68	189	63	213
	• Cost per Service Unit	$ 27,855	$ 13,146	$ 5,206	$ 13,310	$ 19,228
6. NON COMPLETERS	• Operating Level	34	9	15	8	39
	• Months in Program	4.8	?	?	6.0	4.3
	• Throughput (units per year)	85	?	?	16	109
	• Cost per Service Unit	$ 12,249	?	?	$ 11,409	$ 9,843

completer families themselves; what we have called a "completer family service unit." In this case the costs of producing a completer family are not inflated by the resources spent on non-completers (the assumption of no benefits accruing to non-completers is essentially relaxed). Examining Table 7.6 from this perspective we found that the programs still retained the same rank order in terms of costs: AJC at $27,900; MP at $19,200; MSFA at $13,300; METC at $13,100; and MET at $5,206.

Table 7.7 and 7.8 on the following pages show the dollar costs per family service year and per completer family (based on completers' proportionate share of program operating costs) distributed across the six service areas discussed in Chapter Six. These tables should be compared with Table 6.6 which displayed the percentage distribution of total program costs across the service areas. The service year costs in Table 7.7 make some interesting points. There are very large differences in the dollars spent on family support by the programs. The AJC and MET costs per family service year are the highest at about $10,000. MP's costs are about $2,000 less. METC's family service year cost for student support at about $4,900 is less than half the cost at AJC and MET. AJC's cost per family service year for education training that was not job-specific was highest at $6,368. MP's costs were next highest at $4,258 and MET and MSFA each spent a little over $3,000. The costs per family service year incurred for job training are quite interesting. The two programs with the highest costs for this area were AJC and METC at $9,215 and $7,320 respectively. AJC's job-skill training was provided exclusively by the Gila River Career Center and METC's training was provided by representatives of the organizations with which participants were placed after completion of their programs. MP, which developed its own training curricula for over 50 specific occupations incurred costs of $5,439 per family service year. Family service year costs for program exit activities -- job development, job placement and follow-up counseling -- also showed large dollar differences, with MSFA's costs being highest at $4,335. METC's costs in this area were lowest, at $201. The wide cost differentials associated with program exit activities appear to be a function of existing working arrangements with employers, the characteristics of the clients to be placed and the size of the geographic area covered. The family service year costs for administration also varied widely across the programs, from a low of $1,607 at MET to a high of $6,346 at MP. As noted earlier, we can find no consistent explanation for the differences in administrative costs across programs.

Table 7.7
Cost per Family Service Year by Service Area
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 490	$ 201	$ 697	502	797
STUDENT SUPPORT	10,470	4,902	9,894	6,548	8,269
EDUCATION, NOT JOB-SPECIFIC	6,368	-0-	3,137	3,377	4,258
JOB TRAINING	9,215	7,320	2,207	3,286	5,439
PROGRAM EXIT	827	201	1,820	4,335	2,363
ADMINISTRATION	3,245	4,147	1,607	4,769	6,346
TOTAL	30,615	16,789	19,362	22,817	27,471

Table 7.8
Cost per Completer Family
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 446	$ 158	$ 187	$ 293	$ 558
STUDENT SUPPORT	9,256	3,839	2,660	3,820	5,788
EDUCATION, NOT JOB-SPECIFIC	5,794	-0-	843	1,970	2,980
JOB TRAINING	8,384	5,732	593	1,917	3,807
PROGRAM EXIT	752	158	489	2,529	1,654
ADMINISTRATION	2,953	3,247	432	2,782	4,442
TOTAL	27,855	13,146	5,206	13,310	19,228

7.7.2 Cross-Program Comparisons of ADULT TRAINEE Service Unit Costs (In 1976 Dollars)

Comprehensive *family* rehabilitation programs show very high costs to provide a completer *family* as we found in the preceding section. For four of the five programs included in this study (METC is the exception) the *per family* costs are artificially high because they do not truly reflect what comprehensive family programs produce in terms of job training. In addition to the heads-of-households, who are all required to take job-skill training, many spouses in these programs participate in the job training offered. Therefore the number of *adults* who receive job training in a family program is typically much higher than the number of families who participate in the program. The proportions of spouses who received job training at the five programs varied substantially, from zero percent at METC and 27% at MET, which were the lowest, to 59% at AJC, 60% at MP and 69% at MSFA. Table 7.9 on the next page provides cross-program comparisons of *Adult Trainee* service units.

The costs per *Adult Trainee Service Year* are quite different from the Family service year costs presented earlier in Table 7.6. AJC still shows as having the highest at $19,300 per *Adult Trainee Service Year*. MP was second highest at $17,200, followed closely by METC at $16,800 and MET at $15,200. MSFA, because of its very high spouse participation rate, had the lowest cost per *Adult Trainee Service Year* at $13,500.

The costs for the programs to produce Adult Trainee *Completer Units* (with *all* program net operating costs assigned to completers) are also substantially lower than they were for Family Completer Units. For AJC the cost to produce an *Adult Trainee Completer Unit* was $36.700.

Table 7.9
Cross- Program Comparisons of Costs per Service Units: ADULT TRAINEES
(in 1976 Dollars)

		AJC	METC	MET	MSFA	HP
1. Total Net Program Operating Expenditures for the Year		$2,204,300	$1,040,900	$1,277,900	$1,026,800	$5,164,500
2. Cost per Service Year		$ 19,336	$ 16,789	$ 15,213	$ 13,510	$ 17,215
3. Cost to Produce a Completer Unit (all operating costs assigned to completers)		$ 36,738	$ 15,385	$ 5,325	$ 9,510	$ 15,187
4. ALL PARTICIPANTS	• Operating Level	114	62	84	76	300
	• Months in Program	6.9	?	?	6.8	7.5
	• Throughput (units per year)	228	?	?	135	515
	• Cost per Service Unit	$ 11,118	?	?	$ 7,653	$ 10,763
5. COMPLETERS	• Operating Level	60	53	65	63	238
	• Months in Program	11.1	9.3	3.23	7.0	8.4
	• Throughput (units per year)	65	68	240	108	341
	• Cost per Service Unit	$ 17,885	$ 13,146	$ 4,118	$ 7,879	$ 12,054
6. NON COMPLETERS	• Operating Level	54	9	19	13	62
	• Months in Program	4.8	?	?	6.0	4.3
	• Throughput (units per year)	163	?	?	27	174
	• Cost per Service Unit	$ 7,734	?	?	$ 6,753	$ 6,171

METC and MP were very close at $15,400 and $15,200 respectively. MSFA was second lowest at $9,500 and MET was lowest at $5,300.

Relaxing the assumption of no benefits to non-completers and examining the costs to produce Adult Trainee Completer service units (using only the proportion of net program operating costs spent on Adult Trainee Completers) we found the following: AJC, $17,900; METC, $13,100; MP, $12,000; MSFA, $7,900; and MET, $4,100.

Tables 7.10 and 7.11 on the following pages show the adult trainee service year costs and the costs to produce adult trainee completers (based on completers' proportionate share of total program operating costs) distributed across the six service areas discussed in Chapter Six. These tables provide a more realistic portrayal of program costs than Tables 7.7 and 7.8, which were based on families, because many spouses also receive job-skill training in all the programs except METC. METC's costs per adult trainee are the same as its per family costs because no spouses receive job training there. Perhaps the most important costs in Table 7.10 are those associated with the job training area, for they reflect the service year costs for those who actually receive job training. METC's costs per adult trainee service year were $7,230, followed by $5,820 at AJC. MP's service year costs for adult trainees was $3,409 and MET and MSFA were in the $1,700 - $1,900 range. The actual costs to serve an adult trainee completer, which take into account the length of time participants stay in a program, are shown in Table 7.11. METC's and AJC's actual costs to provide job training for adult trainee completers were similar at $5,732 and $5,383 respectively. These two programs obtained job training for their participants through contracts with outside agencies. MP, which developed its own vocational training curricula for a wide range of occupations, spent $2,387 per adult trainee completer. MET's costs of $470 for job training per adult trainee reflect the nominal job-skill training provided by the program.

7.7.3 Cross-Program Comparisons of PER PERSON Service Units (in 1976 Dollars)

In the preceeding section we presented comparisons of Adult Trainee service unit costs on the basis that family programs typically produce more than one job-trained adult per family. The very nature of comprehensive family rehabilitation programs in terms of the broad range

Table 7.10

Cost per Adult Trainee Service Year by Service Area
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 309	$ 201	$ 548	$ 297	$ 499
STUDENT SUPPORT	6,613	4,902	7,774	3,877	5,182
EDUCATION, NOT JOB-SPECIFIC	4,022	-0-	2,464	1,999	2,668
JOB TRAINING	5,820	7,230	1,734	1,945	3,409
PROGRAM EXIT	522	201	1,430	2,567	1,480
ADMINISTRATION	2,050	4,147	1,263	2,824	3,977
TOTAL	19,336	16,789	15,213	13,510	17,215

Table 7.11
Cost per Adult Trainee Completer by Service Area
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 286	$ 158	$ 148	$ 174	$ 350
STUDENT SUPPORT	6,117	3,829	2,104	2,267	3,628
EDUCATION, NOT JOB-SPECIFIC	3,720	-0-	668	1,169	1,868
JOB TRAINING	5,383	5,732	470	1,137	2,387
PROGRAM EXIT	482	158	387	1,501	1,036
ADMINISTRATION	1,896	3,247	342	1,651	2,784
TOTAL	17,855	13,146	4,118	7,899	12,054

SOURCE: Tables 7.7 and 6.6

of services they provide to all members of participant families, however, strongly implies that all members of participant families benefit from the program. This in turn provides an argument that the most appropriate unit upon which to base cost data and comparison for comprehensive family rehabilitation programs is really the total number of individual persons (adults and children) participating in the program. Table 7.12 on the next page presents comparative cost data for the five programs based on the total number of persons included in the families who were participating in the programs.

METC had the highest Person Service Year cost at $9,300. MP was second at $7,800, followed by MSFA at $5,800, AJC at $5,200 and MET was lowest at $4,300.

In terms of Person Completer Units AJC had the highest costs at $12,800 and METC followed with $8,600. MP was in the middle at $6,900, followed by MSFA with costs of $4,100, and MET was lowest at $1,500.

Assigning to completers only those resources directly spent on them, we now examine the costs to produce Completer Person Service Units. Using this concept, METC incurred the highest costs at $7,300, then AJC at $6,300. MP was again in the middle at $5,400, followed by MSFA at $3,400 and MET at $1,200.

Tables 7.13 and 7.14 show how the programs' costs for person service years and person completers (based on completers' proportionate share of total program operating costs) were distributed across the six major service areas discussed in Chapter Six. The differences among the programs in their person service year costs are much smaller than for the other service unit costs. Person service year student support costs ranged from a low of $1,656 at MSFA to a high of $2,714 at METC. Costs for education not specific to job training (excluding METC's zero) ranged from $761 to $1,206 per person service year. Job training per person service year showed the largest differences, ranging from $492 at MET to $4,052 at METC. Program exit activities on a person service year basis ranged from a low of $112 at METC to a high of $1,096 at MSFA. Program administration costs per person service year varied quite widely. MET's costs were lowest at $358 and METC was highest at $2,296.

This concludes our set of cross-program comparisons. In Chapter Eight we summarize our major findings.

Table 7.12

Cross-Program Comparisons of Size and Costs per Service Unit: ALL PERSONS
(in 1976 dollars)

		AJC	METC	MET	MSFA	MP
1.	Total Net Program Operating Costs for the Year	$2,204,300	$1,040,900	$1,277,900	$1,026,800	$5,164,500
2.	Cost per Service Year	$ 6,782	$ 9,294	$ 4,317	$ 5,769	$ 7,778
3.	Completion Ratio	0.53	0.85	0.77	0.82	0.79
4.	Cost to Produce a Completer Unit (all operating costs assigned to completers)	$ 12,816	$ 8,583	$ 1,500	$ 4,103	$ 6,871
5. ALL PARTICIPANTS	• Operating Level	325	112	296	178	664
	• Months in Program	6.9	?	?	6.8	7.5
	• Throughput (units per year)	651	?	?	312	1,137
	• Cost per Service Unit	$ 3,896	?	?	$ 3,268	$ 4,860
6. COMPLETERS	• Operating Level	172	95	229	146	526
	• Months in Program	11.1	9.4	3.23	7.0	8.4
	• Throughput (units per year)	186	123	849	249	752
	• Cost per Service Unit	$ 6,267	$ 7,277	$ 1,161	$ 3,364	$ 5,443
7. NON COMPLETERS	• Operating Level	153	17	67	32	138
	• Months in Program	4.8	?	?	6.0	4.3
	• Throughput (units per year)	465	?	?	63	385
	• Cost per Service Unit	$ 2,710	?	?	$ 2,884	$ 2,786

Table 7.13

Cost per Person Service Year by Service Area

(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 89	$ 112	$ 155	$ 127	$ 226
STUDENT SUPPORT	1,771	2,714	2,206	1,656	2,341
EDUCATION, NOT JOB-SPECIFIC	1,077	-0-	699	854	1,206
JOB TRAINING	1,558	4,052	492	831	1,540
PROGRAM EXIT	140	112	406	1,096	669
ADMINISTRATION	549	2,296	358	1,206	1,797
TOTAL	5,177	9,294	4,317	5,769	7,778

245

Table 7.14
Cost per Completer Person by Service Area
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	100	87	41	74	158
STUDENT SUPPORT	2,143	2,125	593	965	1,638
EDUCATION, NOT JOB-SPECIFIC	1,304	-0-	188	498	844
JOB TRAINING	1,886	3,173	132	484	1,078
PROGRAM EXIT	169	87	109	639	468
ADMINISTRATION	664	1,797	97	703	1,257
TOTAL	6,267	7,277	1,161	3,364	5,443

CHAPTER EIGHT

SUMMARY

During the past decade our society's poor have been the object of much concern. One measure of this concern is the vast amount of federal resources that has been invested in employment and training programs in an attempt to get the poor back on their feet. Program approaches vary; some provide a limited range of services to one individual for a short period of time, while more comprehensive programs offer an array of job training and supportive services over an extended period of time to entire families living in training centers.

The Mountain-Plains Education & Economic Development Program, Inc., funded by the National Institute of Education from 1972 to October 1976 (and currently funded through the Old West Regional Commission), exemplifies the comprehensive, residential family-centered approach to serving the economically disadvantaged. In July 1974, the National Institute of Education commissioned Abt Associates Inc. to conduct an evaluation of Mountain-Plains consisting of three studies: (1) a follow-up of program participants for two years after they left the program, to determine program effects; (2) a national needs assessment to estimate and describe, both nationally and regionally, the population eligible for participation in programs similar to Mountain-Plains; and (3) a comparative study of programs in the United States similar to Mountain-Plains. This report presents the results of the comparative study of programs similar to Mountain-Plains.

To be included in this study, a program had to share with Mountain-Plains four basic characteristics:

- Target Population -- rural poor families;
- Mission -- improve the employability, life satisfaction, and productive output of disadvantaged families;
- Location -- rural; and
- Residential training -- housing for participant families located at the training site.

In addition to Mountain-Plains, located in Montana, we found five programs in the United States that had all four requisite characteristics:

Arizona Job Colleges (AJC) Inc., in Arizona; Madera Employment Training Center (METC) in California; Manpower, Employment and Training (MET) in Texas; Migrant and Seasonal Farmworkers Association (MSFA) in North Carolina; and United Tribes Employment Training Center (UTETC) in North Dakota.[1] The following sections summarize the similarities and differences we found among the programs.

8.1 Why Comprehensive Family-Centered Programs?

The five programs studied held the same basic goal: to help the poor become productive and self-sufficient by imparting to them the skills necessary to compete in the nation's labor force. In addition, the programs share a common understanding of what it means to be economically disadvantaged.

The poor person is viewed as being caught in a web of interrelated problems. Among these are (1) a lack of specific, saleable vocational skills; (2) limited knowledge about possibilities in the world of work; (3) inadequate grasp of such basic skills as mathematics and standard English; (4) inadequate training in home management, personal money management, and health and nutrition; (5) behavioral patterns that are inappropriate in a workplace; and (6) a resultant poor self-image and faulty interpersonal skills that adversely affect relationships with personal friends, family, coworkers, and employers. These problems reinforce one another to create failure in the labor market -- low wages, underemployment, and unemployment -- so that the victim of this syndrome remains economically disadvantaged.

This shared concept, that the multiple problems of the poor reinforce each other and result in failure in the labor market, is the basic reason why comprehensive family-centered programs provide their clients with a broad range of supportive services. Their basic premise is that since the problems are so closely intertwined, all must be dealt with concurrently if improved employability is to be sustained over the long run.

---

[1] UTETC declined to participate in this study.

For example, suppose that a person is provided only with basic job-skill training and an initial job placement. If the person is mired in this syndrome, enduring employment success is unlikely to result. Because of past failures, the person probably holds a poor self-concept and is unable to get along adequately with his or her co-workers or employer; as a result, he or she is likely to be fired. One might also expect the same result if the person had not learned the basic rules of the employment system, such as being punctual and consistently showing up for work. Being fired typically impairs one's self-concept; this, in turn, lowers one's motivation to look for work as well as increasing the probability that future job interviews will be unsuccessful. In addition, both being unemployed and having been fired put stress on familial and other close personal relations which, in turn, aggravates other problems. And so the cycle goes, destroying the initial gain obtained from treating only one of the problems in the syndrome and ignoring the others.

Because comprehensive family-centered programs seek to permanently rehabilitate disadvantaged families so they can get and keep decent jobs, they offer a broad array of supportive services designed to treat the full set of problems experienced by the families of low-income, marginally employed adults.

8.2 Whom Did the Programs Serve?

All five programs primarily served families, with the exception of METC, which accepted both families and single persons in approximately equal numbers. Mountain-Plains accepted some one-parent families (female-headed, with children) as well as two-spouse families with or without children. Table 8.1 on the following page displays the basic characteristics of the participants in each program. Across all programs participants were fairly young (their average age ranging from 22 to 30 depending on the program) and quite poor. The average income of families from all sources before entry into the programs was from $1,500 to $4,100 per year, and annual per capita income ranged from $360 to $1,500. (As a basis for comparison, in 1969 the national average per capita income among all families was $3,100.) There was a range of from 2.8 to 4.5 persons per family. In three of the programs, the average number of years of school completed was very low, ranging from 5.5 years for spouses to a high of 9.3 years for heads of households. METC's participants had the highest average education for heads of households at 12 years. The ethnic composition of the programs' participants varied widely as a function of the funding authorizations for the programs and/or their geographic location. METC, funded by the BIA, served 100% Native Americans while MET, funded under CETA Title III for migrant and seasonal farmworkers and located in southern Texas, served 100% Chicanos. MSFA, also funded under CETA Title III but located in North Carolina, served 93% Blacks. Mountain-Plains, funded by NIE and located in the north-central region of the country, served 80% Whites, 14% Native Americans and very small numbers of Chicanos and Blacks. AJC, with multiple funding sources and located in southern Arizona, had the most diverse ethnic composition among its participants, serving 56% Chicanos, 27% Whites, 12% Native Americans and 5% Blacks.

Table 8.1

Characteristics of the Program's Participants

CHARACTERISTIC	AJC	METC	MET	MSFA	MP
Average Age					
• Men	25.4	21.4	30.0	25.6	26.4
• Women	23.8	22.6	28.2	23.2	23.2
Average Pre-Program Gross Annual Income					
• Family	$3,515	$4,129	$2,735	$1,448	$3,174
• Per Capita	780	1,475	610	360	910
Average Family Size	4.5	2.8*	4.5	4.0	3.5
Average Years of School					
• Head of Household	8.4	12.0	6.9	9.3	11.0
• Spouse	9.0	11.1	5.5	8.6	11.4
Ethnic Background					
• Black	5%	-0-	-0-	93%	1%
• Chicano	56%	-0-	100%	2%	5%
• Native American	12%	100%	-0-	-0-	14%
• White	27%	-0-	-0-	5%	80%

*Singles are not included in this mean

These profiles of participant characteristics indicate that the programs serve the severely disadvantaged segments of our population -- people who failed in the traditional education system (or for whom the traditional education system failed) and who were subsequently failing in the world of work. It cannot reasonably be expected that the task of rehabilitating those caught up in such a syndrome so they can successfully compete in the labor market can be accomplished easily, quickly or inexpensively.

8.3 THE SIZE AND SERVICE UNIT COSTS OF THE PROGRAMS

Since the programs serve families rather than individuals, there are several ways to describe the size of the programs:

(1) the number of families -- "families";

(2) the number of adults who receive job training -- "trainees"; or

(3) the total number of persons included in the participant families -- "persons."

The choice of which of these units to use in defining the size of the programs has dramatic effects on the cost per service unit. These programs are family programs, hence it would seem that the basic service unit must be the family. It can be argued, though, that using the number of families to describe the size of these programs understates the size of the programs and misrepresents the services they offer. If one is primarily interested in the job-skill training provided, the number of adults who receive such training is the appropriate way to describe the size of the programs. However, according to the theory underlying the design of these programs, even this definition understates the number of persons who directly benefit from participation in the programs and essentially denies the rationale upon which the programs are based. Proponents of the family-based residential approach assert that the total number of persons included in the participant families provides the most accurate portrayal of the size and scale of the programs. In order to present a complete picture with respect to size and service unit costs, we have presented data from all three viewpoints.

In addition to the consideration of which participant unit (person, trainee, family) to use in depicting the size of the programs, there are four other dimensions of size that should be taken into account. The operating level is the average number of participant units in the program at any one time. The second additional dimension of size is throughput, which is the total number of participant units who exit a program during a specified period of time (say, a year). Throughput is a function of a program's operating level and the average duration of participants' stay in the program. Provided the average length of stay in a program is less than a year, throughput will be greater than the operating level. The third dimension of program size is the completion ratio for a program. All of the programs have some proportion of participants who drop out before they complete the training offered by the program. The completion ratio is the ratio of the number of participant units who complete the program during a year to the total who enter the program during that year. The effect of a low completion ratio is to increase throughput, assuming that participants who drop out stay in the program for a shorter period of time than those who complete. If we assume there are differential program impacts on completers and non-completers, it is informative to look at program size in terms of the operating level and throughput of all participant units, completer participant units and non-completer (drop-out) participant units. Each of the four aspects of program size discussed above -- participant unit, operating level, throughput, and completion ratio -- have direct implications for apparent program costs.

A last aspect of program size (one which we did not find to be related to costs) is the geographic area served by a program. There is great diversity among the programs in terms of the size of their geographic service areas. AJC's service area, both recruitment and placement, was primarily a single county in Arizona. MET recruited its participants from the lower Rio Grande Valley in southwest Texas and relocated them in seven counties in eastern Texas. MSFA's service area consisted of eleven north-eastern counties in North Carolina. Mountain-Plains, on the other hand, served a six-state area that encompasses nearly 25% of the contiguous United States, and METC recruits from all areas of the country.

We present cost in several ways to respond to different questions about the cost of the services delivered by the programs. For each case the cost is given (a) per family, (b) per adult receiving job-skill training, and (c) per family member.

- COST PER SERVICE UNIT YEAR is the cost of maintaining one opening at the program for one year. It responds to the questions, "How much does it cost to maintain an opening in the program for one year?" The advantage of these calculations is that they do not depend on, nor are they affected by, the length of time participants stay in the program. We have computed it as:

  $$\text{COST PER SERVICE UNIT YEAR} = \frac{\text{Net Program Operating Costs for the Year}}{\text{Service Unit Operating Level}}$$

- COST PER SERVICE UNIT is the cost of providing service to clients in the program depending upon their completion status. These costs are computed separately for (a) all participants, (b) completers, and (c) non-completers (and for families, trainees, and all persons within each completion status category). These calculations respond to the question, "How much does it cost to serve participants in each completion status category?" These calculations take into account the length of time participants stay in a program and show the actual dollar cost for each type of service unit. We calculated these costs in two steps:

  (1) COST PER SERVICE UNIT MONTH =

  $$\frac{\text{Cost per Service Unit Year}}{12}$$

  (2) COST PER SERVICE UNIT =

  $$(\text{Cost per Service Unit Month}) \times (\text{Average Time in Program in Months})$$

- COST PER COMPLETER UNIT is a cost measure based on the assumption that non-completers receive no benefit or service from participation in a program, and therefore all program operating costs should be used in computing the cost of producing completers. This cost calculation responds to the question, "If we make the assumption that non-completers receive no benefits or service from participation in a program, how much does it cost to produce a service unit that does receive benefits?" This measure is strongly affected by the completion rate for a program We computed it as:

$$\text{COST PER COMPLETER UNIT} = \frac{\text{Net Program Costs for the Year}}{\text{Throughput of Completers.}}$$

Tables 8.2, 8.3, and 8.4 on the following pages summarize the sizes and costs of the five programs for the three types of participant units -- persons, trainees, and families.* Service year costs based on the "persons" participant unit ranged from a low of $4,317 at MET to a high of $9,294 at METC. Based on the "trainee" participant unit, the service year costs ranged from $13,510 at MSFA to $19,336 at AJC. As a point of reference, Office of Management and Budget figures indicate the per person service year cost for Job Corps centers (urban and rural combined) for FY 1976 was $9,320. It seems that Job Corps costs and the costs for the five family-centered programs included in this study are fairly similar, although it is impossible to make a direct comparison. The Job Corps serves only unmarried persons, all of whom receive job training. On the other hand, the family-centered programs do not provide job training to everyone in the program, but must provide support for dependents of the participants who do receive job training. This explains why the per person service year cost for the Job Corps is higher than for the family-centered programs. The need to support the dependents of those receiving job training in family-centered programs accounts for their per trainee service year cost being higher than the cost for the Job Corps.

In terms of total annual operating costs, operating levels and throughputs (both for participants and completers), Mountain-Plains was by far the largest of the programs with net annual operating costs of $5.2 million and operating levels of 188 families, 300 adult trainees, or 664 persons. Even though Mountain-Plains' completion rate was lower than that of METC and MSFA, the high level of throughput at Mountain-Plains (322

---

*In these three tables, costs are standardized to 1976 dollars.

Table 8.2
Cross-Program Comparisons of Size and Costs per Service Unit: ALL PERSONS
(in 1976 dollars)

		AJC	METC	MET	MSFA	MP
1.	Total Net Program Operating Expenditures for the Year	$2,204,300	$1,040,900	$1,277,900	$1,026,800	$5,164,500
2.	Cost per Service Year	$ 6,782	$ 9,294	$ 4,317	$ 5,769	$ 7,778
3.	Completion Ratio	0.53	0.85	0.77	0.82	0.79
4.	Cost to Produce a Completer Unit (all operating costs assigned to completer)	$ 12,816	$ 8,583	$ 1,500	$ 4,103	$ 6,871
ALL PARTICIPANTS	• Operating Level	325	112	296	178	664
	• Months in Program	6.9	?	?	6.8	7.5
	• Throughput (units per year)	651	?	?	312	1,137
	• Cost per Service Unit	$ 3,896	?	?	$ 3,268	$ 4,860
COMPLETERS	• Operating Level	172	95	229	146	526
	• Months in Program	11.1	9.4	3.32	7.0	8.4
	• Throughput (units per year)	186	123	849	249	752
	• Cost per Service Unit	$ 6,267	$ 7,277	$ 1,161	$ 3,364	$ 5,443
NON COMPLETERS	• Operating Level	153	17	67	32	138
	• Months in Program	4.8	?	?	6.0	4.3
	• Throughput (units per year)	465	?	?	63	385
	• Cost per Service Unit	$ 2,710	?	?	$ 2,884	$ 2,786

Table 8.3
Cross-Program Comparisons of Costs per Service Units: ADULT TRAINEES
(in 1976 Dollars)

		AJC	METC	MET	MSFA	MP
1. Total Net Program Operating Expenditures for the Year		$2,204,272	$1,040,900	$1,277,900	$1,026,800	$5,164,500
2. Cost per Service Year		$ 19,336	$ 16,789	$ 15,213	$ 13,510	$ 17,215
3. Completion Rates		0.53	0.85	0.77	0.82	0.79
4. Cost to Produce a Completer Unit (all operating costs assigned to completer)		$ 36,738	$ 15,385	$ 5,325	$ 9,510	$ 15,187
ALL PARTICIPANTS	• Operating Level	114	62	84	76	300
	• Months in Program	6.9	?	?	6.8	7.5
	• Throughput (units per year)	228	?	?	135	515
	• Cost per Service Unit	$ 11,118	?	?	$ 7,653	$ 10,763
COMPLETERS	• Operating Level	60	53	65	63	238
	• Months in Program	11.1	9.3	3.23	7.0	8.4
	• Throughput (units per year)	65	68	240	108	341
	• Cost per Service Unit	$ 17,885	$ 13,146	$ 4,118	$ 7,879	$ 12,054
NON COMPLETERS	• Operating Level	54	9	19	13	62
	• Months in Program	4.8	?	?	6.0	4.3
	• Throughput (units per year)	163	?	?	27	174
	• Cost per Service Unit	$ 7,734	?	?	$ 6,753	$ 6,171

Table 8.4

Cross-Program Comparisons of Costs per Service Units: FAMILIES

(in 1976 Dollars)

		AJC	METC	MET	MSFA	MP
1.	Total Net Program Operating Expenditures for the Year	$2,204,300	$1,040,900	$1,277,900	$1,026,800	$5,164,500
2.	Cost per Service Year	$ 30,615	$ 16,789	$ 19,362	$ 22,817	$ 27,471
3.	Completion Rates	0.53	0.85	0.77	0.82	0.79
4.	Cost to Produce a Completer Unit (all operating costs assigned to completer)	$ 53,762	$ 15,385	$ 6,761	$ 16,185	$ 24,259
ALL PARTICIPANTS	• Operating Level	72	62	66	45	188
	• Months in Program	6.9	?	?	6.8	7.5
	• Throughput (units per year)	126	?	?	79	322
	• Cost per Service Unit		?	?	$ 12,929	$ 17,168
COMPLETERS	• Operating Level	38	53	51	37	149
	• Months in Program	11.1	9.3	3.23	7.0	8.4
	• Throughput (units per year)	41	68	189	63	213
	• Cost per Service Unit	$ 27,855	$ 13,146	$ 5,206	$ 13,310	$ 19,228
NON COMPLETERS	• Operating Level	34	9	15	8	39
	• Months in Program	4.8	?	?	6.0	4.3
	• Throughput (units per year)	85	?	?	16	109
	• Cost per Service Unit	$ 12,249	?	?	$ 11,409	$ 9,843

families, 515 trainees, and 1,137 persons) led to its being the leader in the throughput of completer families (213) and completer trainees (341): MET, however, had the highest throughput for completer persons (849) because of its large average family size and the short time (3-4 months) the average family spent in the program. The other four programs cannot be ranked in order of size by applying all criteria simultaneously. For instance, for the "persons" case of Table 8.2, AJC's overall operating level was 325 and its operating level of completers was 172. MET's overall operating level was 296 (smaller than AJC's), but its completer operating level was 229 (larger than AJC's). This situation was a function of MET's higher completion ratio, 0.77, compared to AJC's 0.53. In addition, MET's completer throughput for persons was dramatically higher than AJC's -- 849 compared to 186 -- a function of markedly different average lengths of stay in the two programs for completers (11.1 months at AJC, only 3.23 months at MET) combined with the differing completion ratios.

Tables 8.2, 8.3 and 8.4 present the average costs to produce a completer unit under two very different assumptions. Under the first assumption -- that no benefits accrue to non-completers and that they therefore constitute a program output of zero value (a harsh assumption that may or may not be true) -- we assigned the total net annual program operating costs to completers. The cost per completer calculated in this way is strongly affected by both a program's completion ratio and the average length of stay in the program for all participants. We found dramatic differences among the programs using this conceptualization of costs to produce completers. For the "trainees" case in Table 8.3, this cost ranged from a low of $5,325 at MET to a high of $36,738 at AJC.

The second conceptualization of costs to produce completers made the assumption that non-completers benefited from program participation proportionately to the length of time they stayed in the program. Therefore, we assigned to completers only the proportion of net annual program operating costs incurred by them. This procedure significantly lowered the apparent costs of producing completer units, especially for AJC, which had such a low (0.53) completion ratio. Costs to produce completer trainees under this assumption ranged from a low of $4,118 at MET to a high of $17,885 at AJC (Table 8.3).

We were unable to define average costs for producing either all participants or for non-completers for MET and METC because information on the average length of stay by non-completers in these programs was not available.

Given the costs to operate these five residential, family-centered programs, the question arises: "What services do the programs provide to their clients?"

8.4 RANGE OF SERVICES

In addition to specific vocational training, we identified 17 areas of service that one or more of the programs provided to their participants. These are organized into four general categories:

1. STUDENT SUPPORT

   a) Orientation

   Typically, orientation is a brief period of activities organized to acquaint new entrants with program operations, facilities, procedures, etc.

   b) Housing

   Since all programs provide training in residential centers, they must house their participants. In most cases, students are required to pay rent (out of their subsistence stipends) back to the program as part of their training in managing household finances.

   c) Transportation

   Transportation allowances are provided to students to cover the costs of moving to the program's residential center for training, and for relocating to the area of employment after completion of the program.

   d) Medical Care

   Medical care is provided to program participants either directly through a clinic operated by the program, or through medical insurance coverage when students are expected to obtain medical care themselves.

e) Net Stipends

The programs all provide subsistence allowances to their students. We use "net" stipends because most of the programs require students to pay the program for rent. In some of the programs the stipend category also includes incentive awards.

f) Student Organizations

Some of the programs have formal student government organizations which are intended to provide students with practice in self-government and community participation as well as input into the operation of the program.

g) Recreational or Avocational Activities

Instruction in recreational and avocational interests is provided by some of the programs as an adjunct to the work aspects of the curriculum.

2. EDUCATION, NOT JOB-SPECIFIC

a) Child Care/Development

In addition to day-care for the children of participating women, this service element includes a focus on contributing to the personal development of the children in participating families.

b) Basic/Foundation Education

The basic education provided by the programs is designed to bring the mathematics and formal English language communications skills of participants up to at least the minimum level needed to cope with the specific vocational education course being taken and the daily demands of the job in real life. Some of the programs also offer training oriented toward passing the GED tests.

c) Life Skills Training

Life skills training includes instruction in family financial management, consumerism, family living, community services, etc.

d) Home Skills Training

This area includes instruction and assistance in proper care and maintenance of the dwelling unit and personal belongings, nutrition, sanitation and home health practices, etc.

3. JOB TRAINING

a) Vocational Evaluation

Vocational evaluation is designed to ascertain the vocational interests and related abilities, strengths and weaknesses of participants before a course of vocational education is begun. This evaluation is typically used to help plan the individual's full curriculum at the program.

b) Vocational/Occupational Training

This area consists of the specific job-skill training provided by the programs. The range of specific areas in which training is offered, as well as the depth of the training varies substantially among the programs.

c) Counseling (Personal and Family)

All of the programs provide counseling services to their participants. In addition to career guidance, personal and family counseling are usually provided to help with personal problems that would be detrimental to work life.

d) Career Guidance

Career guidance provides participants with a broad base of information about occupational structures, career possibilities, the prerequisites for various occupations, and the general implications for life style associated with different occupations.

4. PROGRAM EXIT

a) Job Development

Job development refers to program efforts to identify job openings and general employment opportunities in the geographic placement area covered by the program. These efforts include contacts with industries, employers and employment agencies to keep track of the status of the employment market.

b) Job Placement

Job placement activities include preparing participants for job interviews, identifying potential employers, matching participants with job openings and getting job interviews set up. Relocation of the family to the place of the new job is also included here.

In addition to the above services provided to students, all five programs had to engage in two sets of activities necessary for program operation: INTAKE, which consists of recruitment and screening activities to obtain new participants; and PROGRAM ADMINISTRATION, necessary to keep the programs operating as integral units, to secure funding, etc.

8.5 SERVICE MIX AND RESOURCE ALLOCATION

While each of the five programs conducted activities in most of the six major service areas, there were substantial differences among the programs in terms of the relative emphases placed on each major service area and the specific services provided. To compare the relative priority attached to each service component by the programs, we computed the percentage of one year's operating costs each program allocated to the major service areas and specific service components. To complement the percentage distributions of resource allocation we also distributed service year costs (computed for persons, trainees, and families), in 1976 dollars, across the six major service areas. Table 8.5 presents the allocation of resources as percentages and Tables 8.6 - 8.8 present resource allocations in service year dollar costs for persons, trainees, and families, respectively.

All five programs allocated approximately the same percentage of resources to the INTAKE function, ranging from 1.2% to 3.6%. Despite the similarity in terms of percent of resources devoted to this function, there was a substantial difference in the activities conducted by the programs, especially in screening. MET and MSFA screening activities consisted of verifying that applicants were migrant workers whose incomes fell below the poverty line. On the other hand, screening activities at AJC, METC and MP included extensive aptitude and psychological testing in addition to intensive interviews. These differences correspond to the intensity of the job-skill training provided, more rigorous screening procedures associated with more intensive job-skill training. METC's recruitment and screening activities are unique in that the program has established training and employment arrangements with the Federal Aviation Administration (FAA), the National Cash Register Corporation (NCR), the Pacific Telephone and Telegraph

Table 8.5

Cross-Program Comparisons of the Percentage Allocation of Program Resources Across 21 Program Processes within Six Major Serivce Areas

SERVICE AREA Process	PROGRAMS				
	AJC	METC	MET	MSFA	MP
INTAKE	1.6%	1.2%	3.6%	2.2%	2.9%
a) Recruitment	0.8	0.6	1.8	1.1	1.5
b) Screening	0.8	0.6	1.8	1.1	1.4
STUDENT SUPPORT	34.2%	29.2%	51.1%	28.7%	30.1%
a) Orientation	0.0	0.0	0.8	0.0	0.8
b) Housing & Maintenance	5.6	9.0	2.9	3.6	3.3
c) Transportation	1.7	3.7	12.0	2.2	0.5
d) Medical Care	13.7	8.3	12.1	7.2	3.9
e) Net Stipends to Students	11.2	8.3	23.3	14.4	18.8
f) Student Organizations	0.0	0.0	0.0	0.0	0.8
g) Recreational or Avocational Activities	2.0	0.0	0.0	1.3	1.8
EDUCATION, NOT JOB-SPECIFIC	20.8%	0.0%	16.2%	14.8%	15.5%
a) Child Care/Development	11.8	0.0	7.2	8.4	7.0
b) Basic/Foundation Education	3.4	0.0	9.0	5.0	2.9
c) Life Skills Training	0.8	0.0	0.0	0.0	2.8
d) Home Skills Training	4.8	0.0	0.0	1.4	2.8
JOB TRAINING	30.1%	43.6%	11.4%	14.4%	19.8%
a) Vocational Evaluation	2.4	0.0	1.6	0.0	1.1
b) Vocational/Occupational Training	22.8	41.3	4.8	7.4	13.3
c) Counseling (personal, family)	2.4	2.3	4.2	3.5	3.7
d) Career Guidance	2.5	0.0	0.8	3.5	1.7
PROGRAM EXIT	2.7%	1.2%	9.4%	19.0%	8.6%
a) Job Development	0.9	1.2	2.6	11.4	2.9
b) Job Placement	0.9	0.0	2.6	5.5	2.9
c) Follow-Up Counseling	0.8	0.0	4.2	2.0	2.8
PROGRAM ADMINISTRATION	10.6%	24.7%	8.3%	20.9%	23.1%
	100%	100%	100%	100%	100%

Note: Slight inconsistencies are due to rounding errors.

Table 8.6
Cost per Person Service Year by Service Area
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 89	$ 112	$ 155	$ 127	$ 226
STUDENT SUPPORT	1,771	2,714	2,206	1,656	2,341
EDUCATION, NOT JOB-SPECIFIC	1,077	-0-	699	854	1,206
JOB TRAINING	1,558	4,052	492	831	1,540
PROGRAM EXIT	140	112	406	1,096	669
ADMINISTRATION	549	2,296	358	1,206	1,797
TOTAL	5,177	9,294	4,317	5,769	7,778

Table 8.7
Cost per Adult Trainee Service Year by Service Area
(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 309	$ 201	$ 548	$ 297	$ 499
STUDENT SUPPORT	6,613	4,902	7,774	3,877	5,182
EDUCATION, NOT JOB-SPECIFIC	4,022	-0-	2,464	1,999	2,668
JOB TRAINING	5,820	7,230	1,734	1,945	3,409
PROGRAM EXIT	522	201	1,430	2,567	1,480
ADMINISTRATION	2,050	4,147	1,263	2,824	3,977
TOTAL	19,336	16,789	15,213	13,510	17,215

265

Table 8.8

Cost per Family Service Year by Service Area

(in 1976 Dollars)

	AJC	METC	MET	MSFA	MP
INTAKE	$ 490	$ 201	$ 697	502	797
STUDENT SUPPORT	10,470	4,902	9,894	6,548	8,269
EDUCATION, NOT JOB-SPECIFIC	6,368	-0-	3,137	3,377	4,258
JOB TRAINING	9,215	7,320	2,207	3,286	5,439
PROGRAM EXIT	827	201	1,820	4,335	2,363
ADMINISTRATION	3,245	4,147	1,607	4,769	6,346
TOTAL	30,615	16,789	19,362	22,817	27,471

Company (PT&T), and the XEROX Corporation. Applicants are not admitted to METC unless one of these organizations had committed a job to the applicant upon graduation. These organizations also provide instructors under contract to METC and establish the eligibility criteria for entrance into their respective training programs.

The service year dollar costs allocated to the INTAKE function show a different pattern than do the percentage distributions of resource allocation. The family service year costs (Table 8.8) attributable to the INTAKE function show MP incurred the highest dollar costs at $797, followed by MET at $697. AJC's and MSFA's family service year costs for INTAKE were similar at about $500 each, and METC's costs were markedly lower at $201. These cost differences are interesting because they do not correlate closely with the differences in INTAKE activities described above. However, the higher dollar cost for MP may be associated with the large geographic area covered by state staff in their recruiting efforts.

Four of the programs allocated similar percentages of their resources to the STUDENT SUPPORT area (29% to 34%). MET, however, allocated 51% of its resources to this area, with 23% going for stipends and 12% each for medical care and transportation expenses. Among the other four programs there were considerable differences in the percentage allocations to the various components within the STUDENT SUPPORT area. For instance, 9% of METC's resources went for Housing and Maintenance compared to 5.6% at AJC, and less than 4% at MSFA and MP. Medical Care accounted for nearly 14% of AJC's resources, about 8% at METC and MSFA, but only 4% at MP. Only MP allocated any resources (about 1%) to formal student organizations. METC and MET provided no resources for student recreation activities, while AJC, MSFA and MP each allocated 1% to 2% of their resources to this component.

The allocation of per person service year dollars to STUDENT SUPPORT presents a different picture of resource allocation than do the percentage distributions (Table 8.6). Both METC (at $2,714) and MP (at $2,341) incurred higher dollar costs per person service year of STUDENT SUPPORT than did MET (at $2,206), even though MET allocated by far the highest percentage of its total resources to this area. AJC and MSFA (at $1,771 and $1,656, respectively) incurred the lowest dollar costs for STUDENT SUPPORT.

METC allocated no resources to the EDUCATION, NOT JOB-SPECIFIC area. The fact that METC allocated no resources to this area reflects the higher entry level skills in mathematics and English communications of its participants, as well as the program's almost total focus on providing in-depth vocational training for family heads (and not encouraging spouses to pursue vocational training). The other four programs (AJC, MET, MSFA, and MP) were similar, allocating between 15% and 21% of their resources to this area. There were, however, considerable differences among these programs in terms of resource allocation across the components within the area. Only AJC and MP allocated some resources to each of the four components within the area, and both programs allocated the largest percentage to the child care and development component. AJC and MP also allocated the same percentage of their resources to the life and home skills training component, reflecting the emphasis these two programs placed on enhancing family well-being. MET allocated the largest percentage of resources (95) to basic education for adults, reflecting an emphasis on improving the English language skills of its participants (all of whom were Chicano).

Consideration of the per trainee service year costs presents a picture quite similar to that displayed by the percentage allocations of resources for the EDUCATION, NOE JOB-SPECIFIC service area (Table 8.7). AJC, which had the highest percentage allocation, also had the highest cost at $4,022 per trainee service year. MSFA, which was lowest percentage-wise, was also lowest in terms of dollar cost at $1,999.

There were also large differences in the total resources the programs allocated to the JOB TRAINING area, ranging from a low of 11% at MET to a high of 44% at METC. MET provided only nominal vocational training on the basis that employers will train their own employees anyway. Therefore, only about 40% of the resources MET allocated to this area went specifically for vocational training, with an equal amount devoted to counseling. MSFA placed the second lowest priority on the JOB TRAINING area, allocating about 14% of the program's resources to this area.

About 50% of these resources were devoted to specific vocational training with the remaining 50% split evenly between career guidance and counseling activities. MSFA devoted no resources to vocational evaluation. Mountain-Plains allocated about 20% of its total resources to the JOB TRAINING area, with about 67% of these resources devoted to specific vocational training and 19% to counseling. The remainder was split between vocational evaluation and career guidance. At AJC about 30% of the program's total resources were allocated to the JOB TRAINING area. Of these resources, 75% went for specific vocational training, with the remaining resources spread evenly across vocational evaluation, counseling, and career guidance. All of the vocational training at AJC was provided through classes at the Gila River Career Center (GRCC), a vocational/technical school located a few miles from AJC. The actual cost of this training was covered by federal grants directly to the GRCC. For purposes of cross-program comparability we have assigned these costs to AJC. METC allocated by far the largest percentage of its total resources (44%) to the JOB TRAINING area, with 95% of these resources devoted to specific vocational training and the rest to counseling. This situation highlights METC's almost exclusive focus on providing in-depth vocational training. Vocational training at METC was provided under contract by instructors from the employing organizations with which METC worked -- the FAA, NCR, XEROX and PT&T.

The per trainee service year dollar costs associated with JOB TRAINING also closely parallel the percentages of total resources allocated to this service component by the programs. MET's per trainee service year costs for JOB TRAINING were $7,230, followed by AJC at $5,820. MP was in the middle at $3,409, and the two programs with a low emphasis on in-depth job training (MET and MSFA) incurred costs of $1,734 and $1,945, respectively.

The programs also showed a great deal of diversity in the resources allocated to PROGRAM EXIT services, which consist of job development, job placement and follow-up counseling. MSFA placed the highest priority on PROGRAM EXIT, allocating 19% of its total resources to the area. Of these resources, 60% were devoted to developing jobs for program participants and 29% were devoted to job placement activities, with the remaining 11% going for follow-up counseling. Both MET and MP allocated about 9% of their total resources to PROGRAM EXIT activities, with these resources spread fairly evenly across the job development, job placement and follow-up counseling components. AJC and METC allocated very small percentages of their total resources to PROGRAM EXIT activities. The 3% of its resources allocated to this area by AJC were spread evenly across the three components. The small percentage of resources devoted to PROGRAM EXIT activities by AJC reflects the fact that most job development and job placement for participants were in the community in which the program was located. This also meant that former participants were easily accessible for follow-up counseling. Thus, these activities cost less than if a larger geographic area had to be covered. In METC's case, the reason is quite different for the exceptionally low percentage (1.2%) of total program resources allocated to PROGRAM EXIT activities. METC admitted a participant only after a job slot for the person had been guaranteed by one of the cooperating employers, thus alleviating the need for job placement activities at exit. In addition, METC engaged in no follow-up counseling activities.

The per family service year costs for PROGRAM EXIT also show substantial differences among the five programs (Table 8.8). MSFA, which allocated such a high percentage of total program resources to this area, also incurred the highest costs at $4,335 per family service year. MP's costs ($2,363) were next highest, followed by MET ($1,820). METC's costs were $201 per family service year, and AJC had the lowest costs at $827.

The relative resources allocated to PROGRAM ADMINISTRATION also varied among the programs, ranging from a low of 8% at MET to a high of 25% at METC. The percentage resource allocation was mirrored by the per person service year costs incurred by the programs (Table 8.6). METC's costs were $2,296 followed by MP at $1,797 and MSFA at $1,206. AJC and MET had significantly lower costs at $549 and $358, respectively. We were unable to identify the factors causing the wide differences among the programs in administrative costs.

These resource allocation profiles highlight the fundamental differences among the programs by defining the relative priorities placed on each of the major service areas and their components. Some of the differences in resource allocation can be explained in terms of the characteristics of the programs' clients. For instance, METC offers no adult basic education training because the entry criteria make persons with inadequate English and mathematics skills ineligible for participation. These high entry requirements are tied to the level of vocational training provided at METC. At the other four programs there is a heavy emphasis on adult basic education, reflecting the fact that entrants typically have low-level educational attainment.

Some of the differences in resource allocation can be explained in terms of the operating arrangements of the programs and the size of the geographic areas they served. The low percentage of resources allocated to program exit activities by AJC and METC provide an example.

For the most part, however, the differences in resource allocation point to fundamentally different philosophical approaches to rehabilitating the economically disadvantaged. Three of the programs -- AJC, MSFA, and MP -- are quite similar. They spread their resources fairly evenly across student support, education that is not job-specific, and job training and they devoted some resources to almost every component within these areas. Our conclusion is that AJC, MSFA and MP were the most comprehensive of the five programs, and that they strove to strike a balance among the service components that not only would develop salable job skills but also would develop the family as a mutually supportive unit. METC and MET fell on opposite sides of the balanced, comprehensive approach demonstrated by AJC, MSFA and MP. MET's philosophy was that employers will train their own employees, so it is pointless for the program to provide more than very elementary job-skill training. MET therefore concentrated on providing supportive services and developing supportive life skills among its participants, and finding them jobs in a geographic location with a strong labor market so that they could escape from the migrant stream. In contrast with this approach, METC provided only basic subsistence support and concentrated almost exclusively on providing in-depth vocational training with guaranteed job placement.

These five programs share the basic goal of rehabilitating the economically disadvantaged, but approach the problem from three different perspectives. The balanced, comprehensive approach employed by AJC, MSFA and MP implies the assumption that, if rehabilitation is to be successful over the long run, job-skill training must be accompanied by training in other areas that will support individuals and families in their working lives. On the other hand, MET's philosophy is that employers train their own employees regardless of their previous training. Therefore, program participants are given minimal job-skill training while the program concentrates its efforts on improving English communication skills and mathematics, providing needed medical attention, finding jobs for participants in a new environment and providing follow-up counseling to help participants adjust to their new life circumstances. Contrasted with MET, METC's philosophy is that if program participants are provided with in-depth job-skill training and a good job, the supportive training and services provided by the other programs should not be necessary.

8.6 Conclusions

When we began this study six residential, family-centered employment training/family rehabilitation programs then in operation in the United States were identified:

- Arizona Job Colleges;
- Madera Employment Training Center;
- The Family Relocation Project of Manpower, Employment and Training;
- The Family Training Center of the Migrant and Seasonal Farmworkers Association;
- Mountain-Plains Education & Economic Development Program, Inc. (now called the Family Training Program); and
- United Tribes Employment Training Center.

The large amount of information we gathered on five of these programs has enabled us to describe and compare them across several dimensions. We found that the programs, while they were similar in many respects, differed significantly on certain key characteristics. Firstly, the programs follow three fundamentally different approaches to rehabilitating the poor.

AJC, MSFA, and MP represented the most comprehensive approach, balancing job skill training with a broad array of supportive services and training for all family members. MET took a second approach, offering little in the way of job skill training but emphasizing supportive services and the relocation of participants to an area with better employment opportunities. Finally, METC placed almost total priority on in-depth job skill training, while providing only minimal additional supportive services. We also found substantial differences in the characteristics of the participants across the programs, in the organizational structures of the programs, and large differences in the costs incurred by the programs in serving their participants.

The descriptions and comparisons of the five programs presented here add to our understanding of residential family-centered employment and training programs: their goals, the services they provide, their organizational structures and processes, and their costs. All of this information should prove useful to both policy makers and practitioners. These descriptions do not, however, present a complete picture of residential family-centered employment and training programs. Still needed is an understanding of the impacts such programs have on the quality of life of their participants -- in terms of both economic and non-economic benefits. The data necessary to assess how much or in what ways participants had benefitted were either nonexistent or inadequate for four of the programs. Only Mountain-Plains, funded by the National Institute of Education, an agency dedicated to the use of quality research to improve and assess educational programs, had built into its program the mechanisms for ongoing formative and summative evaluation.*

Some questions about how participants benefit, which could not be answered in this study but which future research should seek to answer, might include the following. Do participants:

- earn more from employment?
- work more weeks during a year?
- have more stable jobs?
- earn higher wages when they work?

---

*The results of the assessment of benefits to participants in the Mountain-Plains program will be presented in a report to NIE in mid-1977.

- have better family lives?
- feel better about themselves?
- participate more in community life?

While it may be expensive to implement in such programs an ongoing collection and analysis of the information needed to answer these types of questions, the costs would be small compared to the costs of operating programs that have these goals. Our best estimate is that the five programs included in this study have incurred between $60 million and $70 million in operating costs from their inceptions through 1976. Without such information programs will find it difficult to improve their operations so they can better meet the needs of their clients, and policy makers will be forced to continue to make decisions without factual knowledge of the benefits the programs provide their participants.

APPENDIX A

SITE VISIT ACTIVITIES

APPENDIX A

SITE VISIT ACTIVITIES

Data collection involved a visit to each program included in the study. During these visit, the site visitors conducted the following activities:

(1) Explained to the program's management the goals of the comparative case studies and the broad objectives of the overall Abt Associates evaluation project;

(2) Collected information on the program, primarily from the data sources described in Chapter 3;

(3) Interviewed and became acquainted with key program staff members; and

(4) Explained the procedures to be used in carrying out the transcriptions of program participant records.

The explanation of the objectives of the study was accomplished in an initial meeting with the program director and those staff members invited to the meeting by the director. In this meeting, the Mountain-Plains Program and the Abt Associates evaluation project were briefly described by the site visitors. The role of the Survey of Similar Programs within the overall evaluation project was discussed. After the initial remarks from the site visitors, questions from the staff were answered. The information needed from the program was discussed and the appropriate program staff members to assist the site visitors in meeting these needs were identified. Appointments for later information-gathering sessions with these individuals were made. Finally, a schedule of activities for the site visit was completed and discussed with the program director, so that he was aware of the site visitors' whereabouts at all times during the visit. After adjournment of the initial meeting with the program director and staff, the site visitor toured the program facilities and attended their scheduled interview/information-gathering meetings with individual program staff members.

The Checklist of Information Items, which is reproduced in Figure A-1, was utilized by the site visitors as an aid in ensuring that all necessary data items were acquired. The Checklist is organized into

Figure A-1

CHECKLIST OF INFORMATION ITEMS

PROGRAM HISTORY

- when and how the program started

- the original basis for establishing and locating the program, i.e., the need for the program and how this need has evolved

- the evolution of program funding

- a description of any unique or noteworthy startup procedures employed

- the staff and participant build-up rates

- changes in the organization which operates the program

PROGRAM GEOGRAPHY

- maps displaying the recruitment area, placement area, and all program sites

- statistics on socio-economic conditions within the recruitment and placement areas, e.g., labor market surveys

TARGET POPULATION DEMOGRAPHY

- obtain whatever data are available on the program's target population; e.g., program estimates of the number of people in the target population, their average income, age, family size, educational achievement, ethnic background, etc.

ORGANIZATIONAL CHARACTERISTICS

- organization charts of the corporation and program

- job descriptions and qualifications for key staff positions

- linkages with other social service organizations, community colleges, etc.

Figure A-1

PROCESSES

Describe the events in a typical family's participation in the program. Obtain descriptions and organizational locations for the following program components:

- recruitment
- screening (e.g., entrance tests, medical checkups, etc.)
- vocational evaluation
- orientation
- housing
- transportation
- medical care
- child care/development
- subsistence stipends
- basic or foundation education
- life skills training
- home skills training
- vocational training or occupational preparation
- recreational or avocational activities
- counseling - personal, family, etc.
- career guidance
- job development
- job placement
- follow up counseling
- administration

PROGRAM INPUTS

- allocation of the current year's budget to various program components listed under "PROCESSES"
- current and recent grants and funding sources
- a description of the physical facilities and the amount of floor space assigned to each program component
- quality and quantity of staff, by program component (obtain resumes of key staff members)

six major sections; Program History, Program Geography, Target Population Demography, Organizational Structure, Program Processes, and Program Inputs categories. Subheadings within each major item on the Checklist correspond to component variables within each category.

In order to develop information on the characteristics of program participants data were transcribed from participant families' records on file at the program site. Therefore one of the important activities during each site visit was to meet with the staff person who had the responsibility for maintaining the participant families' records. In this meeting, these records were reviewed by the site visitors and the procedures for transcribing data from these records were discussed in detail. Ample copies of the Program Participant Data Collection Form (reproduced as Figure A-2) for recording data on participants were left with the records person for later transcription of data from the participant record files. The records person was asked to complete these forms for a specified sample of participant families. One form per family was prepared by transcribing information directly from the participant data files onto the form. Names of the participants were not used. Only the internal program's family identification number appears on the completed form. Where no information was available in the participant records, the data transcriber was instructed to omit the corresponding item on the form.

Data were recorded on only a fraction of the total families who had participated in a program. For Arizona Job Colleges (AJC) and Migrant and Seasonal Farmworkers Association (MSFA), the sample consists of all participant families admitted to the program during the calendar year 1973. For Manpower, Education and Training, Inc. (MET), the sample designated above was not feasible since the program was not operating during the period from June 1973 to January 1973.[1] The sample requested from MET was therefore made up on families admitted immediately prior to April 1, 1973 and families admitted immediately after the center reopened in January 1974. The first group had sufficient time to complete their training prior to the closing

---

[1] Due to a flood which destroyed the residential Training Center.

Figure A-2

PROGRAM PARTICIPANT DATA COLLECTION FORM

DEMOGRAPHIC DATA AT TIME OF ENTRY TO PROGRAM

1. Family ID # ______________________________

2. Date of entry to program ____________________

3. Place of residence prior to entering program ______________________________

4. Ethnic background of head of household (1-Anglo, 2-Black, 3-Indian, 4-Mexican) ______

5. Last grade completed in school (father) _______

6. Last grade completed in school (mother) _______

7. Age of father ___ 8. Age of mother ___ 9. family size ___

10. Intelligence Test Scores:

	Verbal	Performance	Full Scale
Father	_____	_____	_____
Mother	_____	_____	_____

11. Achievement Test Scores:

	Math	Spelling	Reading
Father	_____	_____	_____
Mother	_____	_____	_____

VOCATIONAL INTEREST DATA

12. Father's vocational choice at entry ______________________________

13. Mother's vocational choice at entry ______________________________

14. Father's vocational interest test results ____________________________

15. Mother's vocational interest test results ____________________________

16. Father's specialty in vocational training ____________________________
    Length of training course ______________________________

17. Mother's specialty in vocational training ____________________________
    Length of training course ______________________________

FINANCIAL AND EMPLOYMENT DATA AT ENTRY

18. Pre-program employment history

Man:	Pay rate	Length of time on job
Last job before entry	_____	_____
Job previous to___or concurrent with___above job	_____	_____
Job previous to___or concurrent with___above job	_____	_____
Job previous to___or concurrent with___above job	_____	_____

Woman:		
Last job before entry	_____	_____
Job previous to___or concurrent with___above job	_____	_____
Job previous to___or concurrent with___above job	_____	_____
Job previous to___or concurrent with___above job		

Figure A-2

19. Estimated total amount of time that man was unemployed during the year immediately preceding entry to program ____________________

20. Estimated total amount of time that woman was unemployed during the year immediately preceding entry to program ____________________

21. Total amount of debt at entry ____________________

22. Total amount of savings at entry ____________________

23. Make and year of auto(s) at entry ____________________

24. Estimated amount of welfare or unemployment compensation received during the year prior to entry to the program ____________________

EXIT DATA

25. Date of exit from program ____________

26. Indicate whether family was a completer (1) or non-completer (2) _____

27. If non-completer, was early termination voluntary (1) or involuntary (2) ____

28. If non-completer, reason for early termination ____________________

29. Place of residence after leaving program ____________________

POST-PROGRAM EMPLOYMENT DATA (items 30-33 refer to first job after exit)

30. Post-program job description for man ____________________
type of industry ____________________
location ____________________

31. Post-program job description for woman ____________________
type of industry ____________________
location ____________________

32. Post-program salary rate - man $__________/_____ ($/hr., day, week, etc.)

33. Post-program salary rate - woman $__________/_____

34. Salary rate ________months after leaving program for man ____________________
Same employer as at exit? ________

35. Salary rate ________months after leaving program for woman ____________________
Same employer as at exit? ________

36. Estimated total amount of time that man was unemployed as of ____ months after leaving the program ____________________

37. Estimated total amount of time that woman was unemployed as of ____months after leaving the program ____________________

38. Estimated amount of welfare or unemployment compensation received in ____months since exiting from the program ____________________

of the center in June 1973. The second group had been out of the residential phase of the program for nearly a year by the time the transcriptions of their records were completed.

Since the Madera Employment Training Center (METC) had, at the time these data were collected, such a small participant base they were asked to supply data for all participants.

APPENDIX B

RELATIONSHIPS AMONG MEASURES OF OPERATING CHARACTERISTICS

APPENDIX B

RELATIONSHIPS AMONG MEASURES OF OPERATING CHARACTERISTICS

The following relationships hold among the quantities defined in Chapter Seven:

$$(\text{throughput}) = (\text{operating level}) / (\text{time in training}) \tag{1}$$

$$(\text{cost per service unit}) = (\text{program expense rate}) / (\text{throughput}) \tag{2}$$

Each of the three populations analyzed in Chapter Seven (namely families, adult trainees, and individuals) which make up the operating level of a program can be thought of as being comprised of two subpopulations: (1) eventual completers and (2) eventual non-completers. The size of the eventual completer subpopulation is equal to the completion rate times the operating level and is termed the "operating level of completers." Similarly, the operating level of resignees is the resignee rate times the operating level. The program expense rate can be similarly segmented and attributed to eventual completers and resignees.

Relationships (1) and (2) above hold for the completer and resignee subpopulations as well as for the entire population of participants. The following equations define the relationships among these three populations (the subscript "c" denotes completer, the subscript "r" denotes resignee, and the subscript "T" denotes the entire population of participants):

$$(\text{throughput})_T = (\text{throughput})_c + (\text{throughput})_r \tag{3}$$

$$(\text{operating level})_T = (\text{operating level})_c + (\text{operating level})_r \tag{4}$$

$$(\text{program expense rate})_T = (\text{program expense rate})_c + (\text{program expense rate})_r \tag{5}$$

Using equations (1) through (5), it is possible to derive the formulas:

$$(\text{time in training})_T = [(\text{throughput})_c \times (\text{time in training})_c + (\text{throughput})_r \times (\text{time in training})_r] / (\text{throughput})_T \tag{6}$$

$$(\text{cost per service unit})_T = [\{(\text{throughput})_c \times (\text{cost per service unit})_c\} + \{(\text{throughput})_r \times (\text{cost per service unit})_r\}] / (\text{throughput})_T \tag{7}$$

Finally, the total cost of producing a completer is:

$$\text{(completer cost)} = \text{(program expense rate)}_t \ / \ \text{(throughput)}_c \qquad (8)$$

APPENDIX C

CONSUMER PRICE INDEX ADJUSTMENT FACTOR CALCULATION

APPENDIX C

Consumer Price Index Adjustment Factor Calculation

	AJC	METC	MET	MSFA	M-P
(1) Time That Dollar Amounts in Tables 6.1-6.5 Were Valid	Year ending Dec. 31, 1973	Year ending April 1976	Year ending Nov. 30, 1974	Year ending Feb. 28, 1975	Year ending August 1976
(2) Approximate CPI at end of February 1976 (Mid year of above period for M-P)	168	168	168	168	168
(3) Approximate CPI at middle of period in (1) for each program	128	164	145	151	168
(4) Adjustment Factor (2) ÷ (3)	1.31	1.02	1.16	1.11	1.00

APPENDIX D

ARIZONA JOB COLLEGES: Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

APPENDIX D

ARIZONA JOB COLLEGES:
Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

I. INTAKE

a) Recruitment

- 20% of Manager, Family Services Division
- One VISTA volunteer -- usually a young person just out of college with B.A. in Social Science
- One person from the target population; bilingual
- Supervisor of Recruiting, Job Development and Placement -- 2 years of college plus experience and bilingual capability (1/3 time)

b) Screening

- Acceptance Committee included six division-level managers plus recruiters and Project Director or Assistant Project Director

II. STUDENT SUPPORT

a) Orientation

- Counselors, Project Director, Business Manager, all participate in one-day program

b) Housing and Maintenance

- Housing and Maintenance Supervisor

- Housing Specialist -- a VISTA volunteer -- B.A. in Social Science
- Nine maintenance men -- AJC graduates

c) Transportation

- Dispatcher
- Driver -- AJC graduate

d) Medical Care

Half-time for the following:

- Health Services Manager -- M.S.
- Physician -- M.D.
- Dentist -- D.D.S.
- Pharmacist -- B.S. in Pharmacy
- One Registered Nurse
- Dental Assistant -- A.A. degree
- X-Ray Technician
- Three Family Health Assistants
- Nutritional Aide

II. STUDENT SUPPORT (cont.)

e) Family Organization

No personnel resources allocated to this area or the designation is inappropriate

f) Recreational Activities

- Recreation Supervisor -- A.B. plus experience as a VISTA volunteer
- Two Recreation aides -- AJC graduates
- 30% of Manager, Special Services Division

III. EDUCATION, NOT JOB-SPECIFIC

a) Child Development

- Child Development Center (CDC) Supervisor -- M.A.
- Assistant CDC Supervisor -- VISTA volunteer, B.A. in Social Science
- Three Teachers -- VISTA volunteers, B.A.'s
- Eight Teachers -- AJC employees, B.A.'s
- Six Teacher Aides -- AJC graduates
- Cook and Cook's Helper -- AJC graduates

b) Basic Education

- Developmental Education Supervisor -- B.A. in Education
- Four VISTA volunteers

c) Life Skills Training

- Life Skills Coordinator
- Courses taught under Home Living, Basic Education, and Medical Care

d) Home Skills Training

- Home living Supervisor -- B.S. in Domestic Science
- Assistant Home living Supervisor -- B.S. in Domestic Science
- Two Teachers -- VISTA volunteers
- Three Teacher aides
- 70% of Manager, Special Services Division

IV. JOB TRAINING

a) Vocational Evaluation

- Vocational Evaluator
- Vocational Evaluation Technicial -- AJC graduate
- Secretary and Clerk-Typist -- AJC graduates or OJT trainees

b) Vocational Training

- Vocational Education Supervisor -- B.A. in Language Arts plus bilingual in English and Spanish

IV. JOB TRAINING (cont.)

b) Vocational Training (cont.)

- Two Teachers in vocationally-related subjects, one a VISTA volunteer -- B.A. in education
- One Teacher-Aide; AJC graduate

c) Counseling and Career Guidance

- 50% of Manager, Family Services Division
- Counseling Supervisor -- Master's of Educational Counseling plus six years of experience
- Two Counselors I -- B.A.'s in Psychology
- Three Counselors II -- AJC graduates

V. PROGRAM EXIT

a) Job Development and Placement (JDP)

- One VISTA volunteer -- B.A. in Social Science
- One JDP Counselor -- bilingual, from the target population
- 2/3 Supervisor -- see Recruiting
- 20% of Manager, Family Services Division

b) Follow-Up Counseling

- One VISTA volunteer -- B.A. in Social Science
- 10% of Manager, Family Services Division

VI. ADMINISTRATION

a) Administration

- President -- M.S. in Education plus nine years experience in employment training supervisorial positions, seven of which were at the Roswell Employment Training Center (RETC), a family-based residential training program
- Project Director -- M.S. in Counseling; twenty years experience in management and operation of vocational rehabilitation programs; very active in National Rehabilitation Association
- Property Control Supervisor
- Business Manager -- A.A. degree in Accounting; two years experience in property control and finance companies
- Eight clerical people, secretaries, property clerks, etc.

APPENDIX E

MADERA EMPLOYMENT TRAINING CENTER:

Staff Allocations, Position Titles, Qualifications (where available) and Functions by Six Major Service Areas and 21 Program Processes

APPENDIX E

MADERA EMPLOYMENT TRAINING CENTER:
Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

I. INTAKE

a) Recruitment

- One person stationed in Oakland, CA performs both Recruitment and Job Development

b) Screening

- Screening performed by training program sponsor; applicant must qualify for job with the sponsor

II. STUDENT SUPPORT

a) Orientation

- Counselor and Center Director

b) Housing and Maintenance

- Maintenance Supervisor
- Seven maintenance persons: janitors, electricians, gardeners, etc.

c) Transportation

- Transportation Supervisor
- Two drivers

d) Medical Care

- Local physicians and hospitals are utilized; METC participants covered with group insurance

e) Family Organization

- Informal -- no staff assigned

f) Recreational Activities

- Informal -- no staff assigned

III. EDUCATION, NOT JOB-SPECIFIC

a) Child Development

- Participating spouses must hire non-participating spouses as baby-sitters

b) Basic Education

- Pacific Telephone and Telegraph on-site instructors; for PT & T course only (included under "Vocational Training" below)

III. EDUCATION, NOT JOB-SPECIFIC (cont.)

c) Life Skills Training

- PT & T on-site instructor for the PT & T program
- American Indian Enteprises (AIE) instructors for the National Cash Register (NCR) and Xerox programs (included under "Vocational Training" below)

d) Home Skills Training

- Counselor conducts Home Skills training on an individual as-needed basis

IV. JOB TRAINING

a) Vocational Evaluation

Not required by program design; job placement decision made in Intake

b) Vocational Training

- PT & T -- three instructors
- NCR -- one instructor
- Xerox -- one instructor
- AIE -- eleven instructors -- B.A. or equivalent experience
- AIE -- Senior Instructor
- AIE -- two secretaries

c) Counseling

- Counseling Supervisor -- B.A. with words toward M.A. in Counseling

d) Career Guidance

No resources specifically allocated to this area or the designation is inappropriate

V. PROGRAM EXIT

a) Job Development

- see "Recruitment"

b) Job Placement

Not required by program design; job placement decision made in Intake

c) Follow-Up

No resources specifically allocated to this area.

VI. ADMINISTRATION

a) Administration

- Center Director -- B.S. in Engineering plus over twenty years of experience
- Seventeen other support personnel: clerical, accounting, food services, registrar, property control, etc.

APPENDIX F

MANPOWER, EDUCATION, AND TRAINING, INCORPORATED:

Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

APPENDIX F

MANPOWER, EDUCATION, AND TRAINING, INCORPORATED:

Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

I. INTAKE

a) Recruitment

- 1/2 of two Recruiters (assumed to be allocated equally
- 1/5 of two Base Area Supervisors and 1/5 of their secretaries -- The Eagle Pass Base Area Supervisor has the following qualifications: several years of teaching experience; auxilliary coordinator for Eagle Pass Independent School District Migrant Program (Southwest Educational Laboratory Project); B.S. in Education plus graduate work; bilingual in Spanish and English. No resume available for the Laredo Base Area Supervisor

b) Screening

- 1/2 of two Recruiters implement Screening procedures
- Administrative support

II. STUDENT SUPPORT

a) Orientation

- Base Area Supervisors (see "Administration" below) conduct Orientation process (1/5 time allocated)
- 1/5 of Base Area Supervisors' secretaries

b) Housing and Maintenance

- Maintenance Supervisor -- bilingual in English and Spanish
- Maintenance Assistant -- no resume available
- Maintenance Aide -- OJT or vocational trainee
- 1/5 of Residential Supervisor and 1/5 of his secretary -- the Residential Supervisor's qualifications are: B.A. in Education (specialty: auto mechanics); an ex-migrant farmworker who grew up in the base area; bilingual in Spanish and English

c) Transportation

- Base Area Center staff assists families in relocating to Residential Center

II. STUDENT SUPPORT (cont.)

d) Medical Care

- Registered Nurse -- bilingual in English and Spanish
- Nurse's Aide -- bilingual in English and Spanish

e) Family Organization

- Informal -- no staff assigned

f) Recreational Activities

- Informal -- no staff assigned

III. EDUCATION, NOT JOB-SPECIFIC

a) Child Development

- Administrative support
- Child Development Specialist -- bilingual in English and Spanish; certified by the State
- Child Development Educational Coordinator -- bilingual in English and Spanish; certified by the State
- Two Parent Coordinators -- bilingual in English and Spanish
- Ten Day Care Aides -- MET trainees; bilingual in English and Spanish

b) Basic Education

- Six Educational Instructors -- bilingual in English and Spanish; certified by Texas Educational Association (TEA)
- Administrative support -- Base Area Supervisors and secretaries' salaries allocated uniformly over Recruitment, Screening, Orientation, Vocational Evaluation and Basic Education
- Administrative support -- Residential Supervisor and his secretary allocated uniformly over Housing and Maintenance, Basic Education, Vocational Training, Child Development and Counseling
- Three Teacher Aides -- bilingual in English and Spanish

c) Life Skills Training

- Counselors (see below) and Base Area Supervisor (see above) carry out Life Skills Training

d) Home Skills Training

- Phase II Counselors carry out Home Skills Training

IV. JOB TRAINING

a) Vocational Evaluation

- 1/3 of two Counselors (see below) perform Vocational Evaluation process
- Administrative support -- Base Area Recruiters allocated uniformly over Vocational Evaluation, Counseling and Career Guidance

b) Vocational Training

- Three Pre-Vocational Instructors -- bilingual in English and Spanish; certified by Texas Educational Association

c) Counseling

- 1/3 of two Base Area Counselors plus two Residential Center Counselors -- Counselors are certified by State of Texas and bilingual in English and Spanish
- One Para-Counselor -- bilingual in English and Spanish
- Administrative support -- Residential Supervisor and his secretary allocated uniformly over Housing and Maintenance, Basic Education, Vocational Training, Child Development, and Counseling

d) Career Guidance

- 1/3 of two Base Area Counselors perform Career Guidance function

V. PROGRAM EXIT

a) Job Development and Placement

- Three Job Developers -- bilingual in Spanish and English
- One Training Placement Coordinator -- bilingual in Spanish and English
- 1/2 of Phase III Supervisor and Secretary -- the Phase III Supervisor has the following qualifications: Instructor in MET Mobility Projects; taught English-as-a-second-language; served in the Peace Corps in Malaysia; Multilingual, including English and Spanish; B.S. in Psychology

b) Follow-Up Counseling

- One Follow-Up Specialist
- Two Community Resource Specialists -- bilingual in Spanish and English
- 1/2 of Phase III Supervisor and secretary

VI. ADMINISTRATION

a) Administration

- Executive Director -- fifteen years experience in education programs for the disadvantaged and handicapped prior to becoming Executive Director of MET; B.S. degree in Mathematics plus graduate work, one year of experience in MET management positions prior to becoming Executive Director;
- Deputy Director of Operations -- six years experience with MET in a number of managerial positions including Residential Center Director; three years as Director of Grape Boycott Committee; UFW/AFL-CIO; one year as Director Valley Migrant League; several years of migrant farm work; 3 1/2 years of college toward a B.S. in Sociology; bilingual in Spanish and English
- Western Regions Director -- no college work indicated, but participated in a number of corporate training programs; eight years experience in a variety of positions in banking and mutual fund companies; bilingual in Spanish and English
- Deputy Director of Administration -- no resume available
- Six additional support personnel -- secretaries, accountants
- Research Statistician

APPENDIX G

MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INCORPORATED:

Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

APPENDIX G

MIGRANT AND SEASONAL FARMWORKERS ASSOCIATION, INCORPORATED: Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

I. INTAKE

a) Recruitment

- Field Service Representative -- two in each district working approximately 20% on Training Center recruiting: 12 x 2 = 2.4 FTE Recruiters @ $5,580 per annum

b) Screening

- Field Services Representative performs screening process as part of Recruitment

II. STUDENT SUPPORT

a) Orientation

- Services and Facilities Chief and his staff conduct the Orientation process (see "Administration")

b) Housing and Maintenance

- Maintenance Specialist
- Two Janitors

c) Transportation

No staff assigned

d) Medical Care

- Registered Nurse
- Licensed Practical Nurse
- Hospitalization Insurance for participants (45 families @ $70/month)

e) Family Organization

- Informal -- no staff assigned

f) Recreational Activities

- Recreation Specialist

III. EDUCATION, NOT JOB-SPECIFIC

a) Child Development

- Seven Child Care Instructors
- Two Cooks

III. EDUCATION, NOT JOB-SPECIFIC (cont.)

b) Basic Education

- Vocational and Educational Chief -- allocates approximately 40% of his time to Basic Education
- GED Instructor
- Two Adult Basic Education Instructors

c) Life Skills Training

- Counseling Department implements Life Skills Training

d) Home Skills Training

- Home Economist

IV. JOB TRAINING

a) Vocational Evaluation

- Counselors (see below) implement the Vocational Evaluation process

b) Vocational Training

- Vocational and Educational Chief -- allocates approximately 60% of his time to Vocational Education
- Five Vocational Instructors

c) Counseling and Career Guidance

- Chief Counselor
- Three Counselor IIs
- One Counselor I

V. PROGRAM EXIT

a) Job Development

- Six District Manpower Chiefs allocate approximately 20% on Job Development for Training Center graduates

b) Job Placement

- Three full-time District Placement Counselors work out of Training Center
- Seventeen District Job Counselors devote approximately 10% of their time to placing Training Center graduates

c) Follow-Up

- Seventeen District Job Counselors devote approximately 10% of their time to Follow-Up activities with Training Center graduates

VI. ADMINISTRATION

a) Administration

- Executive Director -- B.A. in Business Administration; 25 years of experience, nine of which were with OEO-funded migrant programs
- Executive Deputy Director -- B.A. in Business Administration; eight years of experience, six of which with the North Carolina Council of Churches of MSFA
- Deputy Director Administration -- certificate in Accounting; some college; four years of experience
- Eight other high level administrative personnel in MSFA headquarters -- controller, accountants, etc.
- District and Division administrative expenses not already allocated to other processes (Division Coordinators, Secretaries, Statisticians, Clerks, etc. -- 15 in all)
- Training Center Coordinator
- Training Center administrative personnel (three Secretaries and an Office Manager)

APPENDIX H

MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC.:

Staff Allocations, Position Titles, Qualifications (where available), and Functions by Six Major Service Areas and 21 Program Processes

APPENDIX H

MOUNTAIN-PLAINS EDUCATION & ECONOMIC DEVELOPMENT PROGRAM, INC.:

Staff Allocations, Position Titles, Qualifications (where applicable), and Functions by Six Major Service Areas and 21 Program Processes

I. INTAKE

a) Recruitment

- 1/4 of Administrative Assistant for State Operations (assumes State Operations' efforts equally divided among Recruitment, Job Development, Job Placement and Follow-Up)
- 1/4 of Administrative Secretary
- 1/4 of six State Coordinators
- 1/4 of six Field Specialists
- 1/4 of six Field Office Managers

b) Screening

- Carried out as part of the recruitment process -- implemented by State office staff

II. STUDENT SUPPORT

a) Orientation

- 1/3 Community Development Supervisor (assumes activities are equally divided among Orientation, Recreation, and Student Government)
- 1/3 Community Development Aide/Receptionist
- 1/3 of Four Community Workers/Technicians
- 2.3/25 of Coordinator, Student Services and Administrative Secretary (based on fraction of Student Services personnel attributable to this process)

b) Housing and Maintenance

- 1/2 of Property and Maintenance Supervisor (assumes activities equally divided between property control and maintenance)
- 1/2 Secretary for above person
- Ten maintenance and custodial personnel

c) Transportation

- Truck Driver
- Driver -- Messenger

d) Student Government

- See "Orientation" above for operational personnel
- 2.3/25 of Coordinator, Student Services and Administrative Secretary (based on fraction of Student Services personnel attributable to this process)

II. STUDENT SUPPORT (cont.)

e) Recreational Activities

- Family Center Manager
- Arts and Crafts Instructor
- Plus, same personnel levels as Orientation and Student Government
- 5.3/25 of Coordinator, Student Services and Administrative Secretary (based on fraction of Student Services personnel attributable to this process)

III. EDUCATION, NOT JOB-SPECIFIC

a) Child Care and Development

- Eleven Instructors
- Cook
- Clerk-Typist
- Babysitting services for infant care: 40 children @ $4.00 per day for 260 days
- 13/61 of Associate Director, Education Services and his Administrative Secretary (based on fraction of Education Services personnel attributable to this process)

b) Basic Education

- Three Communication Skills Instructors
- Four Mathematics Skills Instructors
- 7/61 of Associate Director and Administrative Secreatry (based on fraction of Education Services personnel attributable to this process)

c) Life/Home Skills Training

- Clerical Aide, Family Core Curriculum
- Three Home Management Instructors
- Two Health Instructors
- Two Parent Involvement Instructors
- Two Consumer Education Instructors
- One Community Worker (assumed to be the level of effort allocated for Life and Home Skills Training of non-participating spouses)
- 11/61 of Associate Director and Administrative Secretary (based on fraction of Education Services personnel attributable to this process)

IV. JOB TRAINING

a) Vocational Evaluation

- 1/3 of Career Guidance Supervisor (Vocational Evaluation is essentially one stage, the "awareness" stage, of a three-stage process)

IV. JOB TRAINING (cont.)

a) Vocational Evaluation (cont.)

- 1/3 of Four Career Guidance Specialists
- 1/3 of Career Guidance Aide
- 1/3 of Career Guidance Secretary/Receptionist
- 2.3/25 of Coordinator, Student Services and Administrative Secretary (based on fraction of Student Services personnel attributable to this process)

b) Vocational Training

- Three Clerical Aides
- Twenty-Seven Instructors
- 30/61 of Associate Director and Administrative Secretary (based on fraction of Education Services personnel attributable to this process)

c) Counseling

- Counselor Supervisor
- Counselor Secretary/Receptionist
- Counselor Aide
- Five Staff Counselors
- 8/25 of Coordinator, Student Services and Administrative Secretary (based on fraction of Student Services personnel attributable to this process)

d) Career Guidance

- 2/3 of Career Guidance Supervisor
- 2/3 of Career Guidance Secretary/Receptionist
- 2/3 of Career Guidance Aide
- 2/3 of Four Career Guidance Specialists
- 4.7/25 of Coordinator, Student Services and Administrative Secretary (based on fraction of Student Services personnel attributable to this process)

V. PROGRAM EXIT

a) Job Development

- Same as "Recruitment"

b) Job Placement

- Same as "Recruitment"

c) Follow-Up

- Same as "Recruitment"

VI. ADMINISTRATION

a) Administration -- includes part of Controller's Division and all of Technical Support Services

- Executive Director and President of MPEEDP, Inc. -- graduate work in Educational Management; experience as Director of the State Occupational Research Coordinating Unit, as State Director of Occupational Education, and State Director of Curriculum Design for all academic and occupational areas.
- Deputy Director and Vice-President of MPEEDP, Inc. -- Ph.D. in Administration of Higher Education; experience in secondary school counseling and administration
- Controller and Treasurer of MPEEDP, Inc. -- Bachelor's degree in Accounting plus three years training with a CPA firm; experience as general office manager of a manufacturing plant; experience as a budget analyst and Assistant Controller for a diversified national corporation.
- Director, Technical Support Services -- B.S. degree in Economics, M.S. in cultural geography, candidate for Ph.D. in Geoanthropology; Fulbright scholar; experience in evaluation of rural economic development programs, both in foreign countries and the U.S., and as Deputy Director of of a regional economic development agency
- Personnel Officer
- Registrar
- 1/2 of Property and Maintenance Supervisor and 1/2 of his secretary (see "Housing")
- Coordinator, Reprographic Services
- Twenty-two support personnel in the offices, Registrar's Office, Personnel, the Controller's Office, Property Control, and Reprographic Services
- Twenty research and support personnel in Technical Support Services

REFERENCES

Arizona Job Colleges, Inc.
(undated) Proposal for a Vocational and Educational Training Program: Appendix to Volume I, Program Plan. Casa Grande, Arizona.

Baker, K., Myfanway Glasso, Don Goyette and C. Fremont Sprague
1976 Comprehensive Services to Rural Poor Families: An Evaluation of the Arizona Job Colleges Program. New York, NY: Praeger Publishers.

Bale, Richard L., Donna Park and Robert W. McMeekin Jr.
1976 Family-Centered Residential Career Education and the Rural Poor: A National Needs Assessment, Volume I: The Nature and Size of the Potential Client Population. Cambridge: Abt Associates Inc. (Report No. AAI-75-172).

Conrad, Rowan W., D.D. Myers and D.A. Coyle
1975 Work and Income: A Follow-Up Study of Career Education Model IV Students (Case Study #1). Glasgow, Montana: Mountain-Plains Education & Economic Development Program, Inc.

Development Associates, Inc.
1971 An Evaluation of Choanoke Area Development Association (CADA). Washington, D.C.

Frank, Lorraine
1970 The Rural Poor - Development of a Plan. Casa Grande, Arizona: Arizona Job Colleges, Inc.

Franklin, David S., Genevieve W. Carter, G. Ronald Gilbert and James Becker
1973 Proposal - A Comprehensive Funding and Conceptual Model for Arizona Job Colleges, Inc., Casa Grande, Arizona. Santa Monica, California: Systems Management Institute.

Glasso, Myfanway L., C. Fremont Sprague, Donald R. Goyette and Joseph M. Bareño
1971 Arizona Job Colleges, Inc., First Year Evaluation. San Diego, California: Systems, Science and Software, Inc.

Manpower, Education and Training, Inc.
1974 Yearly Report of Total Residential Activity - December 1, 1973 to November 30, 1974. Cleveland, Texas.

Migrant and Seasonal Farmworkers Association, Inc.
1974 Report of Accomplishments January 1 through December 31, 1974. Raleigh, North Carolina.

Mountain-Plains Education and Economic Development Program, Inc.
1975 The Design and Operation of a Residential Family-Based Education Program, Glasgow, Montana.

(undated) Orientation Guide for User Trial of Mountain-Plains Curriculum, Glasgow, Montana.

REFERENCES - (continued)

Myers, Douglas and Gail Sampson
1975 Selected Pre-Center Characteristics of Student Families. Glasgow, Montana: Mountain-Plains Education & Economic Development Program, Inc.

Nau, Louis Y.
1973 "Family Rehabilitation in Process." Rehabilitation Record, September - October (pp. 8 - 11).

Perry, Charles R., B.E. Anderson, R.L. Rowan and H.R. Northrup.
1975 The Impact of Government Manpower Programs. Philadelphia: The Wharton School, University of Pennsylvania.

Regan, Barbara B.
1971 Mexican-American Industrial Migrants. Dallas, Texas: Southern Methodist University.

Ruesnik, David C. and Michael C. Kleibrink
1972 Occupational and Personal Adjustments of Retrained, Relocated Workers and Their Families: A Longitudinal Study. College Station, Texas: Texas Agricultural Experiment Station.

CROSS-PROGRAM COMPARIS

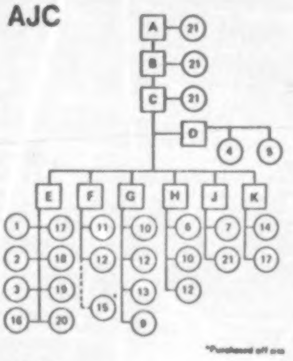
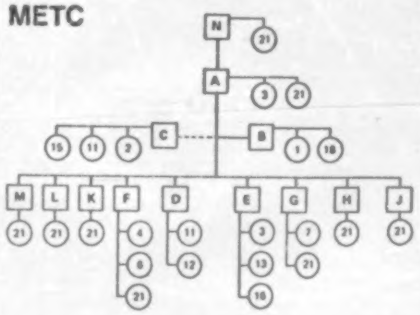
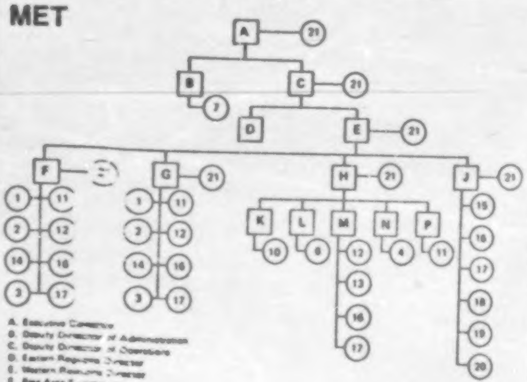
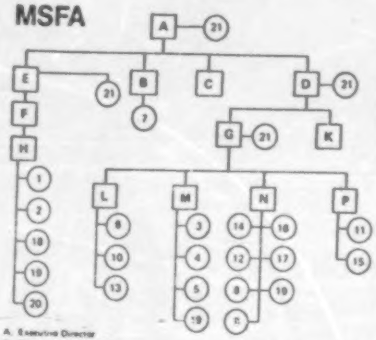
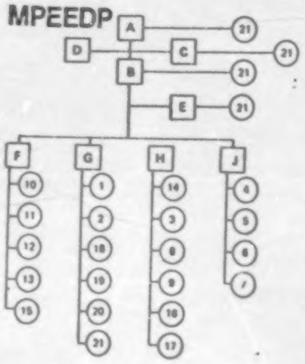
SERVICE AREAS	PROGRAM PROCESSES	AJC	METC
	☐ Supervisorial or administrative position in the organization ○ Program Process (Numbers in circles are keyed to the program processes listed below)	 A B C D E F G H J K 21 4 5 1 2 3 16 17 18 19 20 11 12 15* 10 13 9 6 7 14 *Purchased off site A. President B. Project Director C. Assistant Project Director D. Housing and Maintenance E. Family Services Division Manager F. Instructional Services Division Manager G. Special Services Division Manager H. Health Services Division Manager J. Business Manager K. Evaluation Unit Supervisor	 N A B C D E F G H J K L M 21 3 15 11 2 1 18 4 6 12 13 16 7 A. Director B. Recruiter/Job Developer C. On-Site Instructors from organizations sponsoring training programs D. Senior Instructor E. Counselor F. Registrar G. Bookkeeper H. Purchasing J. Security K. Property L. Maintenance M. Food Services N. AIE Vice-President (off-site)
INTAKE	1. Recruitment	Operated out of Program Site; Recruitment area all of Arizona	One recruiter/job developer operates out of Oakland, CA; sends material to tribal groups, BIA offices, VA offices all over United States
	2. Screening	Below poverty level, migrant/seasonal farmworker, 50% of latest annual income from farm labor, psychological tests and physical exam	Native Americans only; other criteria determined by occupational area (See Table 5.2)
STUDENT SUPPORT	3. Orientation	One day: meetings with staff and tour of facilities	2-3 days; briefing by Director, shopping trip to Madera; tour of facilities, etc.
	4. Housing	70 houses in nearby public housing project plus 10 residential trailers; average rent $65.00/month	27 houses plus apartments and dormitory rooms; average rent for houses ≈ $155/month
	5. Transportation	Provided transportation to off-site training facilities in buses	Buses operate to Madera, vehicles provided for field trips, recreational trips, etc.
	6. Medical Care	Extensive, well-equipped medical & dental facilities, pharmacy, full-time physician, dentist & pharmacist, hospitalization at local hospital	Health Benefits Plan similar to Group Insurance private MD's in Madera provide Medical Services
	7. Monthly Subsistence Stipends for a family of four	Gross stipends: $265 (1973 dollars) Net (of rent) Stipends: $205 (1973 dollars)	Gross Stipends: $421/month Net (of rent) Stipends: $261/month
	8. Student-Family Organization	Not part of formal program; met twice a month with Project Director to air complaints	Informal student government; publishes a newsletter
	9. Recreational Activities	Formal part of program, part of Home Skills Training	Informal: athletics, special events, pow-wows
EDUCATION, NOT JOB SPECIFIC	10. Child Care/Development	Child Development Center plus after-school and summer programs and special tutoring for school-age children	None; participating spouses of male students must arrange for babysitting services
	11. Basic or Foundation Education	Programmed instruction in learning center	For PT&T program only: language skills and mathematics skills
	12. Life Skills Training	Driver's ed, grooming, weight control, nutrition, recreation	A variety of courses depending on the particular program (See Table 5.2)
	13. Home Skills Training	Home living curriculum	No formal program — counselor may provide cursory home skills training on an individual basis
JOB TRAINING	14. Vocational Evaluation	Extensive: program had own VE and administering IQ tests, personality tests, vocational interest tests, achievement tests, job related physical activities	None
	15. Vocational Training/ Occupational Preparation	Purchased off-site; auto service, building trades, drafting, electrical, electronics, office administration, welding, plus others	Four programs sponsored by PT&T, FAA, NCR and Xerox (See Table 5.2)
	16. Counseling	Six counselors plus a budget specialist	One counselor
	17. Career Guidance	Performed by counseling and Vocational Evaluation	None: student must have selected occupational area prior to coming to METC
PROGRAM EXIT	18. Job Development	Searched for job openings; maintained contact with State Employment service; taught courses in grooming, how to apply for a job; "world of work"	Recruiter/job developer works out of Oakland, CA; primarily arranges for corporate sponsors of training programs at METC, e.g., NCR, Xerox
	19. Job Placement	Found employment for graduates, also located OJT sites	Automatic for completers since they must have job prior to entering METC; minimal job placement service for resignees
	20. Follow Up	Primarily data collection but some counseling if required	None
ADMINISTRATION	21. Administration	President's role primarily fund raising and P.R., Project Director role primarily program operations, all administrative activities at program site	Some administrative activities at program site: purchasing, registrar, maintenance, food services, security, property, bookkeeping offices at AIE corporate headquarters

Table 5.7

SONS OF ORGANIZATIONAL STRUCTURES

MET	MSFA	MPEEDP
 A. Executive Committee B. Deputy Director of Administration C. Deputy Director of Operations D. Eastern Regional Director E. Western Regional Director F. Base Area Supervisor G. Base Area Supervisor H. Residential Supervisor J. Phase III Supervisor K. Child Development Specialist L. Registered Nurse M. Head Counselor N. Maintenance Supervisor P. Educational Instructor	 A. Executive Director B. Director of Fiscal Affairs C. Director of Planning and Evaluation D. Deputy Director E. Director of Operations F. Division Coordinator (3) G. Training Center Coordinator H. District Manpower Chief (6) K. Special Programs L. Registered Nurse M. Services and Facilities Chief N. Chief Counselor P. Vocational and Educational Chief	 A. Executive Director B. Deputy Director C. Personnel Office D. Technical Support Services E. Registrar F. Education Services G. State Offices Operations H. Student Services J. Comptroller
One recruiter each operates out of two Base Area Centers in Rio Grande Valley; additional recruiting done through other Western Regional Centers	Recruiters operate statewide in N.C. out of six district centers	Field Operations Specialists operate out of six state offices, check State Employment Service, former students, etc.
Below poverty; migrant/seasonal farmworker; over 51% of income from farm labor in past year; physical examination	Below poverty: migrant/seasonal farmworker, over 50% of income from farm labor in past year, physical examination	Interviews with applicants, credit checks, check legal and police records, arrange for physical examinations, etc.
Provide information on Phase II and III, determine eligibility for other social services	Move into homes; operation of utilities, plumbing, appliances, etc.; tour of the center; enrolled into applicable social service programs, enroll children in school	First week: move into houses, base tour, enroll children in schools or nurseries Second week: testing, overview of program components
None in Phase I; 42 residential trailers in Phase II, assistance in finding housing in Phase III, Phase II residential housing is provided rent-free	50 residential trailers, rent depends on amount of stipend and family size (See Table 5.4)	Approximately 220 houses on deactivated Air Force Base; rent: $10/week, includes furnishings, appliances, utilities
MET reimburses families for Phase I to Phase II travel costs	Truck available for moving families' household goods both on- and off-center	Students reimbursed for relocation/dislocation costs; school buses to Glasgow for secondary school children, intra base bus system available
Clinics in base areas operated by other agencies; registered nurse at residential center augmented by private physicians	Dispensary at Training Center staffed with RN and LPN, with physician on call	Outpatient clinic operated by separate organization, group insurance covers families
Gross Stipend: $420/month plus relocation and emergency allowance up to $1,200; Net (of rent) Stipend is the same as gross	Gross Stipends: $399 (one adult trainee) to $676 (two adult trainees) Net (of rent) Stipends: $377 (one adult trainee) to $513 (two adult trainees)	Gross stipend: $370 Net (of rent) Stipend: $328
Informal: plans social events, movies, bingo, etc.	Formal part of program: monthly meeting	Formal part of program under the Community Development and Recreation Department
Informal: gymnasium at residential center	Formal part of program: athletics, arts, crafts, etc.	Formal part of program under Community Development and Recreation Department; includes arts & crafts, auto hobby, wood hobby, athletics, etc.
Child development center in Phase II; after school and summer recreational activities for school-age children	Licensed day care center; children get physical exams, early childhood education, etc.	Infants assigned to licensed infant care homes; nursery and kindergarten program for ages 2-6
Begins in Phase I and continues into Phase II; ESL, communication and computation skills, GED	Reading and mathematics training to bring the trainee up to the level required by his occupational choice	Mathematics and communications skills necessary to support occupational preparation area
Phase I: civics and public and service institutions; Phase II: urban orientation, world of work, grooming, safety, employer-employee relations	Part of the counseling process	Taught in the Family Core Curriculum which includes Health Education, Home Management, Consumer Education and Parent Involvement
Phase II: consumer education, budget planning and family health	Home economist teaches home living, consumer education, and nutrition	
Accomplished through a counseling process at Base Area Centers	Testing and rotation to vocational training areas, followed by counseling	Implemented by Career Guidance Component: vocational interest tests administered in "awareness" phase of Career Guidance part of Family Core Curriculum
Phase II: auto mechanics, welding, building trades	Courses: auto mechanics, electronics, plumbing/wiring, welding Courses: electronic component assembly, general office technology, retail sales, nurse's aide, and day care aide	Four areas: Building Trades and Services, Marketing and Tourism, Mobility and Transportation, and Office Education
Counseling provided in all three phases	Individual and family counseling plus "case" counseling involving instructors and counselors	Features "negotiated treatment" where the counselor and counselee agree on a counseling schedule; also extensive personality testing, specialized counseling programs for weight control, minority groups, etc.
Performed by counseling process	Part of (3) above; implemented by Counseling	"Exploration" stage: analyze and organize information on possible career areas and tour training facilities of these areas; "world of work" stage: develop skills necessary to obtain and maintain employment
Phase III: maintains job bank, contacts employers, monitors trainees "employability plans"	Monitor State Employment Service, periodic labor market surveys by district, contact employers	Labor market analyses, contact with employers, and feedback to Mountain-Plains placement office
Phase III: systematically matching jobs and employees; meets with trainees prior to Phase III exit; arranges for OJT [illegible] slots	District staff locates potential jobs, counseling teaches job readiness, Service and Facilities chief manages relocation	Analyzes student capabilities in order to properly place student; arranges interviews; assists student during interview process
Phase III: primarily oriented toward resettling rural families in urban areas, employer liaison; supportive transfer of children to public day care centers and schools, utilization of available social services	District staff pays periodic visits and assists family in utilizing available social services	Assists student to settle in new community; monitors employer/employee relations, periodic contacts with families, crisis intervention
Student records at residential center; all other activities at MET corporate headquarters in Cleveland, TX	Administrative support at all levels of MSFA, Inc. down to Training Center Coordinator	Administrative support provided at center and in six state offices